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Supporting Quality Jobs in Tourism

Jane Stacey

OECD

OECD TOURISM PAPERS:

SUPPORTING QUALITY JOBS IN TOURISM

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Jane Stacey co-ordinated the OECD Tourism Committee work on effective policies and practices to support quality tourism jobs, in close collaboration with Alain Dupeyras and Laetitia Reille. The tourism sector is highly dependent on quality human resources to develop and deliver a competitive tourism offering. This report examines approaches to encourage the creation of more and better tourism jobs, with a particular emphasis on enhancing the skills and career development opportunities of people employed in tourism SMEs. It is set in the context of the OECD's wider work on skills and job quality.

The report is based on desk research and survey responses from 32 OECD member and partner countries: Australia, Austria, Belgium (Wallonia), Canada, Chile, Croatia, Denmark, Egypt, France, Germany, Greece, Hungary, Iceland, Indonesia, Ireland, Israel, Japan, Korea, Latvia, Mexico, Morocco, the Netherlands, New Zealand, Philippines, Poland, Portugal, Slovakia, Slovenia, Sweden, Switzerland, Turkey and the United Kingdom. The perspectives of national tourism, employment and labour administrations, the tourism industry and other relevant experts including specialised labour market, skills and human resources agencies and academics are captured. Short case studies from Australia, Canada and Denmark are also presented, which may serve as learning models.

The paper has benefited from significant contributions, feedback and guidance from policy makers and experts from both OECD countries and non-member economies to help accurately present current policies and good practices. It has also benefited from inputs from OECD divisions working on job quality, skills and local development and from ILO divisions working on tourism, skills, SMEs and statistics. We would particularly like to thank Dr. Wolfgang Weinz, ILO Senior Technical Specialist Hotels, Catering and Tourism, for his contribution to the development of this work and for coordinating the ILO's involvement in the project.

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OVERVIEW AND POLICY DIRECTIONS

Tourism is highly labour intensive and a significant source of employment in OECD countries; the hospitality sector accounts for around 5.5% of total employment on average. Tourism offers strong potential to support job-rich growth; employment in hotels and restaurants grew on average by 1.4% per year in OECD countries over the period 2009-13, compared with growth of 0.7% in the economy as a whole. The sector creates jobs for people of all ages and skill levels and provides opportunities to enter the labour market, gain experience, develop skills and move up the value chain into higher level, better paid jobs.

At the same time, the sector is highly dependent on quality human resources to develop and deliver a competitive tourism offering. Global tourism trends mean that destinations and businesses increasingly rely on people as a unique source of value and competitive advantage, driving innovation and delivering quality tourism services. Tourism is changing and becoming increasingly complex, requiring higher level skills and opening up new career opportunities, while still offering a core pool of low skilled jobs. Meanwhile, wider economic, social and labour market trends, along with the characteristics of tourism jobs, affect the availability of suitably qualified people. Many countries are faced with the paradox of difficulties recruiting and retaining skilled workers at a time of high unemployment.

This report focuses on enhancing skills development and career progression for people employed in small, medium and micro-sized tourism enterprises (SMEs), to create more and better tourism jobs. The contribution quality jobs can make to building a competitive and sustainable tourism sector is discussed in the first section, followed by analysis of the sector's labour intensity and labour market characteristics, which put significant strain on businesses to attract, retain and develop a skilled workforce, with productivity and competitiveness implications. Around half of the tourism workforce in OECD countries works in enterprises employing fewer than 10 people, while around three quarters work in enterprises employing fewer than 50 people. SMEs face a range of practical difficulties and constraints when it comes to making the most of the human resources available in the enterprise and planning for future skill needs. SMEs also typically lack the capacity and resources available in larger organisations to facilitate and encourage workforce development.

Analysis of available labour force data for selected OECD member countries shows that people working in hotels and restaurants are more likely to work part-time (31.1%) compared with workers in the overall economy (20.7%). The share of people in temporary work is also higher (21.9% compared with 14.1%), while job tenure in the sector is lower, with people more likely to spend less than 2 years working with the same employer (45.3% compared with 24.9%). The age profile of the tourism workforce is also lower, with the share of workers between the ages of 15-24 years (20.6%) twice the share economy-wide (9.4%). The share of women in the tourism workforce is also higher (55.9% compared to 43.2%). Earnings in hotels and restaurants, meanwhile, are around 37% lower than average earnings in the economy as a whole, and up to 60% lower in some countries (Table 1).

The recurrent nature of interlinked challenges in the sector (seasonality, high share of SMEs, working conditions, recruitment and retention difficulties, high turnover and vacancy rates, poor image and weak training culture etc.) has implications for tourism workers and for the quality of tourism jobs, business performance and tourism growth. This highlights the need for innovative workforce development

approaches to address these challenges and structural issues and underscores the need for comprehensive responses, with active involvement of public and private actors.

Table 1. Characteristics of tourism[1] employment in selected OECD countries, 2013

% share	Tourism	Total economy
Part time jobs	31.1	20.7
Temporary jobs	21.9	14.1
Persons working with same employer for less than 2 years	45.3	24.9
Youth (15-24 years)	20.6	9.4
Women	55.9	43.2
Self-employed	23.9	19.3
Persons with 3rd level education	13.8	31.3
Persons working in micro enterprises (1-9 persons engaged)	47.5	31.2

1. Accommodation and Food Service Activities (ISIC Rev.4).

For more information, please refer to the Statistical Annex.
Source: OECD calculations.

Policies and programmes introduced to respond to these challenges and boost workforce development in tourism SMEs are discussed in the final section. Continued labour and skills shortages indicate the need for more proactive strategies to better align labour supply and demand. Attention has tended to focus on the availability and supply of suitably skilled labour. There has been less consideration of demand-side issues and policies to support and encourage industry to do more in terms of workforce planning and development - attracting, recruiting and retaining people in the sector.

The opportunity for professional development and advancement is a key dimension of job quality; education and skills policies are also vital to productivity and competitiveness. Quality jobs can help the tourism sector to attract and retain the best people and in turn deliver quality tourism services to sophisticated travel consumers in a competitive global market place. Up-skilling people to become more proficient in their jobs, valuing and rewarding professional competence and supporting career development can improve the image of employment in the sector and create a more positive recruitment and retention cycle. It in turn promotes enterprise and destination competitiveness and leads to better outcomes for workers.

Tourism policies and programmes which take account of human capital development and labour market considerations can support this process. In a highly fragmented sector, human resource development issues are a common concern for all businesses in the tourism value chain, large and small. From a tourist's perspective, the tourism experience is an amalgamation of services, be it hotel, restaurant, attraction or activity. Adopting a tourism value chain approach which takes into account the different skill levels in the sector and looks beyond specific occupations and branches can help to strengthen mobility and build the capacity of destinations to deliver quality tourism services.

Bringing a sectoral perspective to wider skills and labour market policies can also be useful in developing integrated responses to support workforce development in tourism SMEs. A comprehensive approach can optimise human capital development not just for tourism but for the broader economy, looking beyond the skill needs identified by employers to support people to develop transferable skills, gain experience and move into higher quality jobs.

Based on the foregoing analysis, the following issues are identified for consideration when developing policies and programmes to enhance skills development and career progression opportunities for people employed in tourism SMEs and to encourage the creation of more and better tourism jobs which can contribute to a more sustainable and competitive tourism sector:

Work with industry to promote new workforce development approaches

Policy makers need to work closely with industry and education to promote workforce development and better align demand and supply of skills at national, regional and local level. New workforce development approaches are needed to respond to tourism and labour market challenges and trends, with a more proactive and long term approach to human resource development. New ways of organising and managing human resources can support this, along with strategies to encourage more effective recruitment and retention and promote up-skilling, lifelong learning and opportunities for advancement. Possible approaches include strengthening the linkages between skills, qualifications and jobs, developing and clearly articulating skills and career pathways, improving jobs/skill matching and promoting mobility.

Policies and programmes are needed to encourage and support the industry to do more at enterprise level. Industry has a greater role to play in facilitating workforce development and making adjustments to workplace practices to build better working and learning environments. SMEs in particular may need public sector support to develop a more strategic approach to workforce development and play a more active role in building and retaining a well-trained workforce. This may include, for example, supporting SMEs to put in place improved recruiting, training and progression practices (e.g. professional development, performance management and career planning tools), articulate skills needs and collaborate with training institutions and other enterprises (industry associations have a role to play here), as well as change workplace practices and improve the training culture. SMEs also require the managerial skills and tools to make the most of available human resources and the entrepreneurial skills to strengthen the capacity and viability of individual enterprises. Programmes and initiatives need to be easy to access, while business mentoring supports and knowledge sharing opportunities can also play a role.

Support flexible, user-friendly and local solutions to professionalise the tourism workforce

Flexible, business-focused and user-friendly training opportunities are needed to professionalise the tourism workforce and support lifelong learning. Work-based learning approaches can be particularly effective. Initiatives to promote skills development should be structured but flexible, providing learner-focused, practically-relevant training delivered in a user-friendly way, with the content and format aligned with industry need and catering to different learning styles. Resources and programmes need to be easy to access and appropriately targeted to boost take-up and participation. Possible approaches include on-the-job training, short modular training blocks, blend of delivery methods (online, distance, face-to-face), localised on-site workshops and customised training initiatives in business clusters, linking learning and work and refocusing on vocational training. Cross-training or multi-skilling can also be useful, as people working in SMEs frequently have multiple roles in the business. Multi-skilling can also support greater mobility.

Policies and programmes also need to take into account regional and local variations. This entails working closely with local actors to develop solutions which respond to the specific tourism and labour market conditions of a destination or local area. Supporting enterprises to work together to stimulate skills improvement, develop and deliver workplace training opportunities and share knowledge, capacity and resources is also important. Such an approach can help professionalise the tourism value chain and strengthen a destination's capacity to deliver quality tourism services. Possible mechanisms include regional tourism employment plans, tailor-made destination-based training, labour sharing arrangements and other co-operative approaches between SMEs, as well as diversifying and strengthening tourism to reduce impact of seasonality.

Make tourism more attractive as a career choice and help people to build a career in the sector

Action is needed to address the poor image and status of tourism jobs and help raise the profile of tourism as an attractive and rewarding sector in which to start or build a career. Initiatives should look

wider than the traditional labour pools in the sector and also target key decision-influencers to demonstrate the diverse range of employment opportunities at all skills levels. Opportunities should also be taken to highlight innovation and good workforce development practices in the sector.

Positioning tourism as a sector which offers good jobs prospects and career opportunities goes beyond highlighting the opportunity to gain experience and develop transferable skills. Mechanisms are needed to clearly articulate and demonstrate the training pathways and career opportunities to help people build a career in the sector, which in turn can help enlarge the pool of skilled workers. This is particularly important as jobs in the sector evolve and the opportunities expand. Possible approaches include promotional campaigns, information on the skills needed to be successful in the workplace, the different training pathways and where these can lead along with careers advice and guidance on training and career options, toolkits to market career pathways and career information portals.

Such initiatives can only do so much to improve the image of tourism employment and to promote and support workforce development in the sector – the industry must play its role by rewarding skills development and providing genuine progression opportunities to keep people working in the sector. Industry must also address those factors within its control which are off-putting to workers and contribute to recruitment and retention difficulties (e.g. rates of pay and other work conditions, training culture, extent to which skills are valued).

Develop new financing mechanisms to support training and skills development

Public authorities have traditionally played a role in funding and supporting training in many OECD countries, with interventions particularly focused on tourism micro-enterprises. Given the pressures on public finances, new sustainable financing instruments and funding models are needed to complement public funding supports and ensure investment in training better responds to the evolving skills needs in the sector. Possible approaches include subsidies, tax breaks or loan interest incentives for employers, industry levies or micro-financing arrangements for enterprises and financial incentives or training contribution schemes for individuals.

Programmes or initiatives which involve some level of co-financing have benefits beyond the financial investment. Enterprises and individuals who are willing to invest in such programmes are more likely to engage fully and seek to make the most of the training (e.g. influencing design and content, active participation and application of learning), while a willingness to contribute financially provides a strong indicator that these programmes are closely aligned with needs on the ground. Measures to incentivise participation in training, meanwhile, may be appropriate where the training culture is weak or other obstacles prevent access to training, to alleviate the impact of these barriers and encourage skills development.

Improve data to guide policy and build business case for workforce development

Solid and robust evidence is needed to inform the design of improved workforce development strategies and build the business case for job quality and workforce development. Limitations with available statistics and information on employment, skills and career progression in the sector highlight the need for improved data to guide policy and support workforce planning. The development of effective, joined-up tourism policy is reliant upon the timely availability of relevant data and research, which may in turn require additional resources and competencies in tourism organisations.

It is also important to ensure that policy decision-making is longer-term, transparent and that policy outcomes are evaluated. Linked with the complexity and diversity of tourism jobs, consistent and ongoing formal evaluation of policy measures implemented is needed to ensure programmes are appropriately targeted and are achieving the desired outcomes in order to develop human resources in the sector. It is

important to better understand what works/does not work in order to improve the design and implementation of programmes and identify how they should adapt to changing conditions and what could be done better in the future.

Evaluation can also provide evidence of the cost effectiveness and return on investment of policies and programmes, both across a portfolio of policies and programmes and at enterprise and sectoral level. Monitoring and measuring the return on investment in training can demonstrate the impact on business performance at enterprise level and for the sector as a whole and can also help to strengthen the training culture and value attached to human capital by industry. More work is needed on the return on investment in training to build the business case in order to encourage industry leadership and convince the sector of the benefits of adopting a strategic approach to workforce development.

QUALITY JOBS FOR COMPETITIVE AND SUSTAINABLE TOURISM

The OECD Tourism Committee's work on *Supporting Quality Jobs in Tourism* examines approaches to encourage the creation of more and better tourism jobs to contribute to a sustainable and competitive tourism sector. The emphasis is on enhancing skills development and career progression opportunities for people employed in tourism SMEs.

Job creation is a key policy focus as unemployment remains high in many countries. Tourism has strong potential to contribute to job-rich growth and provide pathways into employment. However it is not just the number of jobs created that counts: quality also matters. The nature and quality of tourism jobs and the professional development opportunities in the sector has long been debated, including the seasonal nature of employment, share of casual, short-term and fixed-term employment, wage levels and job security.

While the fundamental structure and nature of tourism impacts employment in the sector, and the issue of working conditions is well recognised and relevant, this paper focuses on skills and career development approaches to support the quality of tourism jobs. Tourism relies on delivering high quality services as part of an overall visitor experience. The sector offers many different routes into employment for individuals of all levels of experience, qualifications and training and status. Retaining and developing these individuals is an essential part of improving performance and capacity of the sector.

This paper builds on previous OECD Tourism Committee work to determine education and training policies and programmes to support a more attractive labour market and business environment in tourism, enabling the industry to maintain a sufficient and highly qualified workforce and hence support productivity improvements in the industry. The importance of adequate education, upgrading training offers and enhancing career perspectives in the tourism sector and at workplace level to improve the quality of work and the image of the sector, as well as the need to remove practical obstacles to participation, has recently been underscored by the International Labour Office (ILO, 2013, 2014).

Project scope and objectives

The study analyses how countries and the tourism industry can create more and better quality jobs in key branches of the tourism industry, including hotels and similar accommodation, restaurants, travel agents and tour operators. Specifically, the project aims to:

- Identify key skills development and career progression issues for people working in the tourism sector in OECD member and partner countries and consider the implications for improving job quality.
- Examine mechanisms and strategies to improve the quality of tourism jobs through workforce development, with particular consideration of the specific circumstances and needs of SMEs.
- Collect and share country experiences and good practices which could serve as learning models to be adapted to different contexts, including flexible, on-the-job approaches, sustainable financing mechanisms and joined-up localised solutions.

- Develop a statistical component providing comparative country level evidence on tourism employment.

- Encourage the development of active policies at national/regional/local level to improve the quality of tourism jobs and support a more competitive tourism sector.

The heterogeneous nature of the tourism jobs and the broad spectrum of skills required for the sector to flourish ought to be considered by policy makers. The sector needs, and is an important source of employment for, a large pool of workers with low skills, as well as people looking for flexible work opportunities. Some workers may not wish to build a career in tourism, while others find esteem, happiness and fulfilment in doing a service job well and this in itself can contribute to social capital in the labour pool. On the other hand, the sector also needs workers with higher skills and to build knowledge, experience and capacity in the sector in order to stimulate innovation, increase productivity and deliver high quality services.

This paper considers strategies to improve the skills of workers at all levels in order to support the delivery of quality, competitive tourism services. Professional development is thus broadly understood and refers to the opportunity to acquire and deepen skills and to move both horizontally and vertically. While relevant, the temporary pool of casual workers who spend a short time working in the sector while preparing to transition into their chosen career domain, such as students, is not the main focus of this paper.

For statistical purposes, this paper uses the hospitality sector – accommodation and food service activities – as a proxy for much of the analysis, with information on travel agents and tour operators provided where available. While a broader definition of tourism provides a more accurate and comprehensive view of employment in the sector, the narrower definition compatible with the System of National Accounts helps to overcome some of the statistical limitations and makes comparisons between countries easier and more meaningful. Many of the tourism labour market challenges discussed in this paper are particularly relevant to this core part of the sector.

Statistical data has been drawn from OECD, EUROSTAT and ILO databases to support this paper. The euro-centric nature of the available statistics is recognised. While this presents a partial view of tourism employment in the OECD, the evidence provided has broader meaning beyond Europe. The tourism employment situation is similar in other OECD countries and the survey responses support this. Full statistical tables are presented in the Annex 4.

Need for more and better tourism jobs

The global economic crisis has left policy makers facing the challenge of low growth, high levels of unemployment and rising income inequality, along with high budget deficits and debt. OECD analysis indicates that while the global economic outlook is improving, recovery remains modest; growth is weaker than before the crisis, unemployment remains high and vulnerable groups are in danger of being locked out of the labour market (OECD, 2014a; 2014c; 2014d). Governments are looking to sectors like tourism which can support job-rich growth. However, there are concerns about the quality of jobs being created (OECD, 2013a).

The global crisis has impacted heavily on the quality of jobs in many OECD countries, through increased job insecurity, lower opportunities for training and more difficulties reconciling work and family responsibilities, as well as greater financial strains for workers and their families from reduced earnings (OECD, 2013a). Even before the crisis, employment growth in a number of advanced countries was associated with growing atypical forms of employment, with job losses concentrated on workers holding these jobs, often youth, low-skilled and migrants (OECD, 2013b).

Job quality is one of the most powerful determinants of quality of life, as people generally spend a large amount of their time at work and work for a significant part of their life. It also affects worker commitment, productivity and potentially aggregate economic performance (OECD 2014c). The OECD is actively working to bring job quality to the forefront of the policy debate, arguing that labour market performance should be assessed in terms of the increase in both the number and quality of jobs, as well as improving the quality of existing jobs (OECD, 2014c).

Policies should seek to stimulate more and better jobs to create sustainable and equitable future employment, promoting stronger, more inclusive growth and providing a key link between the economy and well-being. In a joint statement to the G20 Labour and Employment Ministers Meeting, Guadalajara Mexico, 17 May 2012, the OECD and ILO called for a "*renewed emphasis on employment policies that will help economies accelerate and sustain the recovery, achieve higher levels of decent work and get out of the debt trap … Promoting job rich growth and raising quality of employment in order to achieve decent work is a challenge for all*". G20 leaders have pledged to support robust training strategies to meet the challenges of fostering strong, sustainable and balanced growth in the wake of the financial crisis (Box 1).

The creation of more and better jobs is also an important pillar of the Lisbon Strategy, helping to give the European Union a competitive edge. Good working conditions develop the potential of the workforce and are a basis of innovative and dynamic business environments that will drive economic growth (Eurofound, 2013). The emerging business case for good quality jobs has been highlighted by the International Financing Corporation (2013), which points to endogenous benefits for companies: higher productivity, increased profits and access to new clients and consumers, as well as improving the ability to recruit and retain workers. Formal private sector jobs tend to offer better wages and working conditions than those found in the informal sector and rather than being a cost, quality jobs can improve firm productivity, performance and survival (IFC, 2013).

Box 1. Applying the G20 Training Strategy for sustainable and balanced growth in tourism

The G20 Training Strategy focuses on building bridges between the world of education and training and the world of work. It was developed by the ILO in partnership with other international organisations, in particular the OECD and UNESCO. The G20 Training Strategy articulates essential elements of skills development policy and specifies the following key building blocks for its implementation: anticipating skills needs; participation of social partners; sectoral approaches; labour market information and employment services; training quality and relevance; gender equality; broad access to training; finance; and assessing policy performance. It draws on the "Conclusions on skills for improved productivity, employment growth and development" adopted by the International Labour Conference in June 2008 and a wide range of international experience.

As part of the project "Applying the G20 Training Strategy", the ILO is working with key tripartite stakeholders in the tourism sector in three provinces in Viet Nam to identify, anticipate and address skills needs. The ILO Skills for Trade and Economy Diversification tool is being used to identify how skills can boost productivity and competitiveness in the sector. The project focuses particularly on the skills needed for the success of small and medium sized tourism enterprises and is partnering with provincial government departments of tourism and labour, employers, workers and education and training institutions. Based on identified skills gaps and needs, the project is preparing a skills strategy which recognises the need to upgrade skills in SMEs and improve marketing and planning business capabilities, with capacity develop implications for relevant technical vocational education and training institutions and local government stakeholders. Priorities identified include customer service, management of small tourism enterprises and marketing. Work has commenced in collaboration with local stakeholders, including capacity building in career guidance, vocational training for the hospitality sector, language training and capacity development in planning and marketing.

Source: ILO. (2010b); ILO project "Applying the G20 Training Strategy", www.ilo.org

In this context, governments need to consider both job quantity and job quality. There is a need to explore policies that generate more and better quality jobs and address the needs of the most vulnerable members of society. Efforts should centre on training, skills, labour and product market reforms, as well as on complementary policies that favour inclusiveness and promote a competitive business environment (OECD, 2014a). This is highly relevant in a labour intensive sector like tourism, where human capital is strategically important in delivering high quality tourism services, but where the quality of jobs is frequently questioned and high turnover rates affect business performance and have financial consequences.

What is a quality job?

There is no one widely accepted definition of a quality job. According to the International Financial Corporation (2013), a good job is a job that guarantees a worker's fundamental rights while paying a decent and fair wage. Eurofound (2013) estimates indicate that 1 in 5 jobs in the European Union are low quality jobs that pay poorly, offer little chance of career progression and give little sense of fulfilment. These jobs are found disproportionately in companies with fewer than 5 employees and are more common in the private sector.

For the ILO (2013a), "decent work" sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organise and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.

As policy makers are placing greater focus on quality as well as quantity, work is underway to better understand job quality. A number of major initiatives to enhance the measurement of job quality have been taken at international level to establish guidelines for producing internationally comparable indicators, including the ILO Manual on Concepts and Definitions of Decent Work Indicators and the United Nations Economic Commission for Europe Framework for Measuring Quality of Employment.

Building on this work, the OECD is actively looking at what constitutes a quality job and the policy measures to support such jobs. This work understands job quality to be a key element of individual well-being and it plays a role in determining worker commitment and productivity. It is therefore both an end in its own right and a means to greater economic productivity.

The OECD (2014c) approach focuses on outcomes experienced by employees, rather than the drivers of job quality or characteristics of a job. Job quality covers all aspects of work and employment that affect workers' well-being, including: i) earnings; ii) labour market security; and iii) the quality of the work environment. It is a multi-dimensional concept which does not mean the same thing for different individuals; assessment of job quality also depends to an important extent on the persistence of certain aspects over time. Being in a low paid, unfulfilling job with no prospects for improvement, for example, is not the same as being in a low paid job that serves as a stepping stone to higher paid work (Box 2).

Box 2. OECD framework for measuring and assessing job quality

The new OECD framework for measuring and assessing job quality considers three dimensions of job quality that are both important for worker well-being and relevant for policy, and together allow for a comprehensive assessment of job quality.

- **Earnings quality** refers to the extent to which employment contributes to the material living standards of workers and their families. While the average level of earnings provides a key benchmark for assessing the degree to which having a job ensures good living conditions, the way earnings are distributed across the workforce also matters for well-being. Therefore, the OECD measures earnings quality by a synthetic index that accounts for both the *level* of earnings and their *distribution* across the workforce.

- **Labour market security** captures those aspects of economic security that are related to the risk of job loss and its consequences for workers and their families. For OECD countries, labour market insecurity is defined in terms of the risk of becoming unemployed and its expected cost. The latter depends both on the expected duration of unemployment and the degree of public unemployment insurance. Labour market security is therefore defined in terms of the risk of unemployment, which encompasses both the risk of becoming unemployed and the expected duration of unemployment, and *unemployment insurance*, which takes into account both benefit coverage among the unemployed and benefit generosity.

- **Quality of the working environment** captures non-economic aspects of job quality and includes factors that relate to the nature and content of work performed, working-time arrangements and workplace relationships. Jobs that are characterised by a high level of job demands such as time pressure or physical health risk factors, combined with insufficient job resources to accomplish job duties, such as work autonomy and good workplace relationships, constitute a major health risk factor for workers. Therefore, the OECD measures the quality of the working environment by incidence of *job strain*, which is a combination of high *job demands* and few *job resources*.

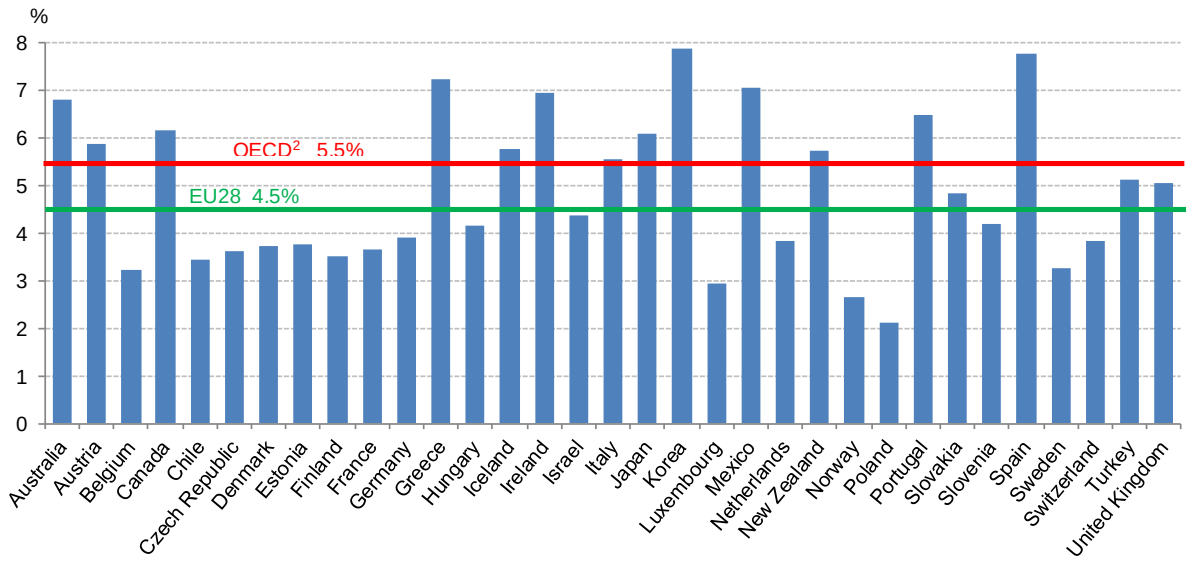
SKILLS DEVELOPMENT AND CAREER PROGRESSION IN TOURISM

Strategic importance of human capital in tourism

Human capital issues are of strategic importance for the long term qualitative and quantitative growth of the tourism sector. Tourism is highly labour intensive and a significant source of employment globally, providing work opportunities to people of all ages and skill levels. The sector depends on the availability of quality human resources for the development and delivery of a competitive tourism offer which responds to changing consumer needs and adapts to wider tourism trends.

The latest available labour force data shows that in OECD member countries, tourism – using the proxy measure of accommodation and food services – directly accounts for, on average, around 5.5% of total employment. Tourism has been an important source of job creation since the economic and financial crisis, with employment in the sector growing by on average 1.4% per year in OECD countries over the period 2009-13, compared with growth of 0.7% in the economy as a whole. Of the people working in tourism, three quarters (76.1%) are employees and one quarter (23.9%) are self-employed. The level of self-employment in the sector is slightly higher than in the overall economy (19.3%) (Figure 1; Table A.1 and A.2, Annex 4).

Figure 1. Tourism[1] employment as a % of total employment in OECD countries, 2013



1. Accommodation and Food Services Activities (ISIC Rev 4).
2. OECD, excluding Chile and the United States.

Source: OECD calculations based on ILO Database.

Human capital in tourism is facing new challenges and constraints, including the move to the green economy, demographic and social change (e.g. ageing population), technological developments, increased connectedness and mobility, changing lifestyles, demand patterns and travel behaviours, emergence of new markets, increased competition and pressure to deliver high quality tourism experiences to visitors. These trends have implications for the skill needs in the sector, as well as the nature of tourism jobs and composition of the tourism workforce.

New and higher level skills are needed to cater to new types of tourism, such as creative and adventure tourism. New job opportunities are also emerging, requiring specialised skills. Technology is changing the nature of many tourism jobs and generating new business models, opening up new opportunities for entrepreneurship and employment and transforming the skills needed in tourism related sectors. Tourism is an important part of the digital economy and technological and e-commerce skills are essential to target international markets and link SMEs into global value chains.

Skills and capacities in the sector require constant updating to cater to the ever changing demands and expectations of consumers and to mitigate the adjustment cost of responding to these developments. While the sector has traditionally had a young and predominantly female workforce, demographic changes point to a more multi-generational and multi-cultural work environment. Globalisation also has implications for the mobility of workers and international recognition of qualifications, experience and prior learning.

More work is needed to understand how the changing nature and emerging characteristics of tourism (e.g. globalised, networked, ICT-enabled) is impacting job quality and human capital in the sector, as people live and work in an increasingly complex environment. For example, what impact does the growth of sharing economy have on the quality of jobs and skills needs in the tourism sector. Some countries, like Portugal, have taken undertaken work to better understand the implications of the wider trends to guide the human resource agenda and guide workforce planning (Box 3).

Box 3. Better Skills, Best Tourism in Portugal

The "Better Skills, Best Tourism" study focused on identifying skills needs and strategies to regulate tourism professions, as well as mapping relationship between qualifications and jobs in hotels, restaurants and other tourism activities. Flexible working hours, high staff turnover and share of low-skilled workers and the need for functional versatility are characteristics of the tourism labour market in Portugal. The study proposed four key values to guide the human resources development agenda: service culture, market orientation, ICT and professionalism. The importance of soft skills is particularly underlined, as is the need to build capacity in tourism SMEs, by developing a training strategy for entrepreneurs and managers.

The report notes that bringing new workers into the sector will not, on its own, enhance the skills profile in the sector – there is also a need to up-skill existing workers in the sector. This is a major challenge to the organisation of the vocational training system in Portugal. A sectoral approach, which helps to recover investment in training and to meet the needs of human resources qualification and career management, should consider *i)* the possibility of developing a richer skills certification framework by defining industry certification related with specific pathways and valuing experience, and the interface between these, and *ii)* the usefulness of a more effective intervention to promote the capacity of training entities and thereby improve the quality of training. A stronger leadership role for Tourism of Portugal and of the Portuguese Confederation of Tourism is recommended, as well as the improvement of the Sectoral Council for Qualification of Tourism in order to involve more businesses and training operators.

Source: Portuguese Tourism Confederation (2013) www.confederacaoturismoportugues.pt

Organisations increasingly rely on their employees for success, as knowledge and skills have become central to the creation of value in the economy as a whole. Tourism is also a sector with a high level of entrepreneurship, with many small, owner-operated businesses and a relatively high share of lifestyle entrepreneurs. Growth in events employment at the local level, for example, is driven in large part by

entrepreneurial individuals who are creating events, often with a global impact. Demand for social enterprise and entrepreneurial education suggesting this interest in self-employment will be more significant in the future. There is also likely to be more fluidity around work, self-employment and the industry structures that currently characterise the sector.

The OECD's long term economic forecast indicates that better educated and more productive workforces will be the main growth drivers in the world economy. Improvements in the quality of labour will be more important than the quantity of labour, as the build-up in human capital is set to continue over the next half century (OECD, 2012). People are a unique source of value and competitive advantage, driving innovation, delivering quality tourism services and supporting sustainable tourism development. However, the sector's labour intensity, along with its labour market characteristics, have been shown to put significant strain on businesses to attract a skilled workforce and to retain and develop them over the long term, with a direct impact on productivity and competitiveness.

Labour productivity directly affects the ability of a destination to deliver quality tourism services and is a core indicator of competitiveness. Improving productivity enables enterprises to compete for global tourism business more efficiently and effectively. However, it is important to recognise that high productivity workers can be in low value segments and vice versa, especially in mature economies (OECD, 2013e). Measuring productivity in tourism has proven to be very difficult because it requires that quality aspects of both the inputs and outputs be taken into account.

The failure to deal effectively with labour or skills shortages and high turnover can diminish productivity and damage competitiveness, potentially impeding tourism growth. It also impacts the sector's ability to respond to the latest trends and developments, take advantage of new opportunities and develop new value creation models. Supporting quality employment in the tourism sector, including the management and development of human capital, is key to stimulating more sustainable long term growth, as well as promoting innovation, supporting service quality and experience co-creation and equipping the tourism workforce to respond to the realities of the knowledge economy.

Quality jobs can help the tourism sector to compete with other sectors of the economy for quality labour, in order to attract and retain the best people. This in turn has implications for the economic viability of tourism businesses, as well as better equipping destinations to deliver quality tourism services and experiences to ever more sophisticated travel consumers in the increasingly competitive global market place. People, enterprises and destinations with the right skills mix can share in the potential economic benefits.

The opportunity for professional development and advancement is a key dimension of job quality. Jobs which provide opportunities to gain experience, up-skill and move into higher level positions promote economic mobility and lead to better outcomes for people. Workforce development initiatives that specifically target existing workers often aim to promote employment sustainability and career progression for low paid workers which better meet industry needs (Froy and Giguère, 2010).

Education and training has a significant impact on job quality (OECD, 2014c). High skilled workers have access to more jobs as well as better quality jobs, while the opposite is true for both youth and low skilled workers across all three dimensions of job quality (earnings, labour market security and quality of working environment). Temporary work is negatively and significantly associated with job quality, while the picture is mixed for part-time work. The situation for women is also mixed due to the gender earnings gap. This has implications for the tourism sector.

Tourism jobs are frequently regarded as low-skilled, offering limited opportunities for development. They can involve unsocial and irregular working hours and part-time, temporary and seasonal work, along with lower pay, routine jobs, fewer benefits and limited opportunities for promotion and career

development. While these are features of many tourism jobs, the sector offers a range of diverse employment options, creating opportunities for different segments of the labour force. Still, seasonality and the related job and work-flow fluctuations affect job stability and lead to short-term, temporary contracts. In Canada, for example, just over half of the tourism labour force (51%) works for part of the year only, compared to 38% of the overall labour force, according to the Canadian Tourism Human Resource Council (CTHRC). Even where the long term trend is toward reduced seasonality, such as in Germany, job fluctuations persist.

The specific country, destination context and regional labour market also affect the quality of tourism employment. Both tourism jobs and those working in the sector are diverse in nature and this diversity has implications for policy development, as analysis of the Austrian tourism labour market illustrates (Box 4).

Box 4. Analysis of the tourism labour market in Austria

The Institute for Advanced Studies in Vienna analysed administrative data on employment in the accommodation and food services sector from the social insurance system and the Austrian public employment service over the period 1985 to 2012. While the sector grew in size and the number of people employed in core tourism industries increased steadily, the structure of employment remained stable.

Firstly, demand for tourism services in Austria is characterised by a strong temporal component that is directly reflected in employment patterns, with pronounced weekly and seasonal peaks on weekends, in winter (skiing) as well as in summer (lakes). Secondly, a lot of different individuals contribute to the overall workload. In 2012 there were on average 245 000 jobs. Over the course of the year however, these positions were filled by roughly 450 000 different employees, implying an average tourism attachment of 200 days per worker. Thirdly, the distribution of the workload among tourism employees is quite heterogeneous ranging from very short employment spells (some of them lasting less than a month) to stable long-term jobs.

The analysis identifies three types of employees, which each differ in terms of short-run tourism labour market attachment and long-run career perspectives, skills levels and other socio-demographic variables. In a nutshell, there are three categories:

- **Core employees** – Employed in the tourism sector 365 days a year, they account for roughly a quarter of headcount and nearly half the volume of work. They tend to be older and have a long-term attachment to the sector. A large share started their careers in tourism and are high skilled with tourism specific training. A second group moved into the sector later in their career and do not have industry specific training. The challenge is to retain young people with industry specific training and train those who move into the sector.

- **Seasonal core employees** – Employed for at least 183 days per year in the tourism sector exclusively, they are active in tourism 272 days a year, on average and account for roughly a fifth to a quarter of headcount and 25-30% of the volume of work. They tend to be young (20-30 years) and mobile with high skills, including formerly core employees (e.g. women with children) and foreign workers who are temporarily working in Austria. The challenge is to attract enough seasonal core employees to fill available vacancies and encourage them to become core employees.

- **Temporary employees** – Employed for less than 182 days a year in tourism exclusively or are active in other sectors, this is the largest group in terms of numbers (over 50%) but makes the smallest contribution to the annual work volume (20-25%). Skills levels are diverse but tourism specific skills are rare. Very few work in the sector on a long term, recurrent basis. Many work in the industry for less than a month once in their whole career. Most do not intend to stay in tourism long term (e.g. students).

Source: Institute for Advanced Studies in Vienna, Public Employment Service Austria

While creative policies can help turn these features into an advantage (e.g. opportunity to undertake further study/training during the off-season, temporary placements in other roles to learn new skills, network support), working conditions in the sector have not changed to any great extent in the last

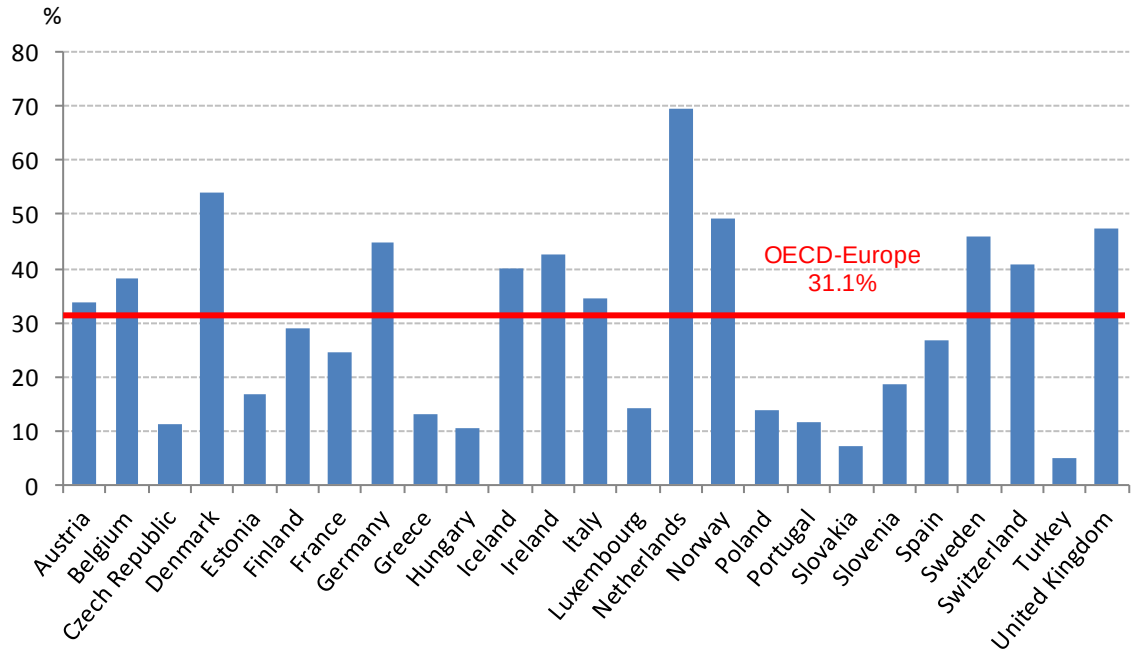
20 years. In many countries, there is a continued reliance on casual, short term employment and traditional labour pools (e.g. students, women, migrants). Innovation in the sector has focused on modernising the tourism offer and identifying new ways to bring this to the market. Despite the importance of human capital in delivering quality, competitive tourism services, less attention has been paid to identifying new ways of organising and managing human resources within the sector to support innovation, boost productivity and enhance competitiveness.

Evidence on the characteristics of tourism jobs

This section presents available statistical data on tourism employment in OECD member countries. The hospitality sector – accommodation and food service activities – is used as a proxy for tourism, in the absence of more detailed and comparable information on tourism related employment. Tourism is composed of many branches and also includes the activities of travel agencies and tour operators, passenger transportation and cultural, sport and recreational services. Also, not all employment in accommodation and food services can be attributed to tourism. The data therefore presents an incomplete picture of tourism employment and the analysis should be understood in this context. Data is drawn from OECD, EUROSTAT and ILO data bases. All references to European OECD countries or OECD-Europe comprises all European members of the OECD (not necessarily EU members).

Analysis of available labour force data for European OECD member countries shows that on average, just under a third (31.1%) of people whose main job is in hotels and restaurants work part-time, compared with a fifth (20.7%) of workers in the overall economy (Figure 2; Table A.5, Annex 4). On average, people in the sector work 36.7 hours per week across European OECD countries, slightly behind the 37.5 hours economy-wide (Table A.4, Annex 4).

Figure 2. Share of people in part-time tourism[1] employment in European OECD countries, 2013

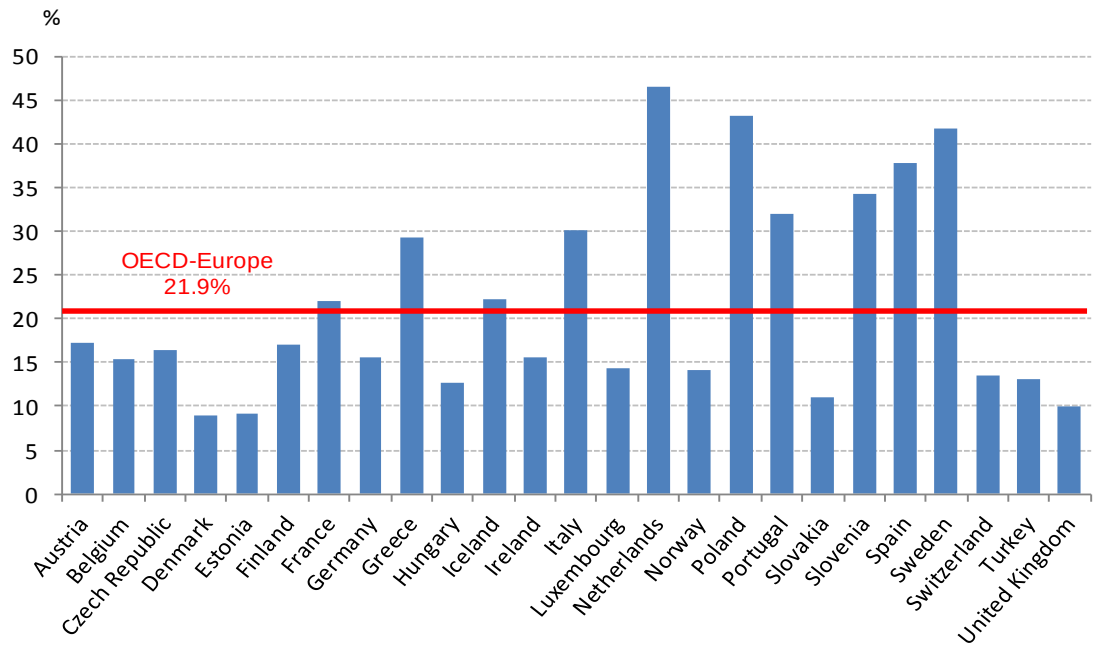


1. Accommodation and Food Services Activities (ISIC Rev 4).

Sources: EUROSTAT Database; OECD calculations.

Meanwhile, the share of people working on a temporary basis or with a work contract of limited duration in hotels and restaurants (21.9%) is also higher than economy-wide (14.1%) in European OECD countries (Figure 3; Table A.6, Annex 4).

Figure 3. Share of people in temporary tourism[1] employment in European OECD countries, 2013

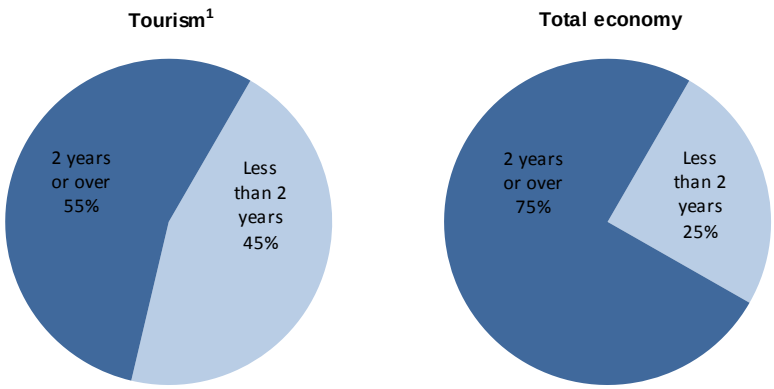


1. Accommodation and Food Services Activities (ISIC Rev 4).

Sources: EUROSTAT Database; OECD calculations.

Related to the higher level of temporary workers, the job tenure of workers in the tourism sector is shorter than in the economy as a whole. On average, just over half (54.7%) of workers spend more than 2 years working with the same employer in the accommodation and food services sector in European OECD countries, compared with three quarters (75.1%) of workers in the economy as a whole (Figure 4; Table A.7, Annex 4).

Figure 4. Job tenure in European OECD countries, 2013

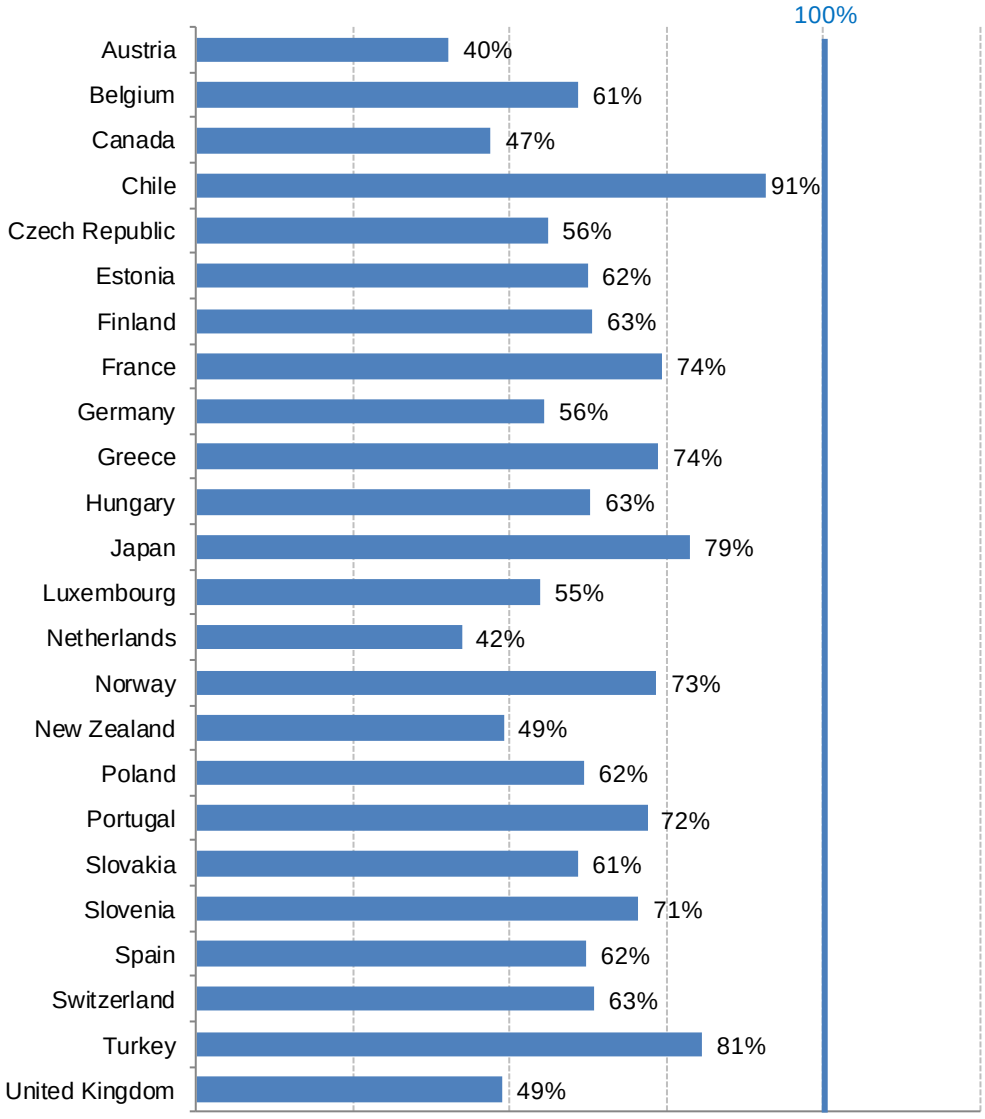


1. Accommodation and Food Services Activities (ISIC Rev 4).

Sources: EUROSTAT Database; OECD calculations.

Analysis of available labour force data for OECD member countries shows that in most countries, the wages people earn working in hotels and restaurants are lower than the national average. Earnings in the sector in many OECD countries are between 60-65% of average earnings in the economy as a whole. In contrast to other sectors, however, people working in tourism frequently have the opportunity to enhance their wage earnings with gratuities or tips, which are not captured in the data (Figure 5).

Figure 5. Ratio of tourism[1] to total economy earnings[2] in OECD countries, 2013

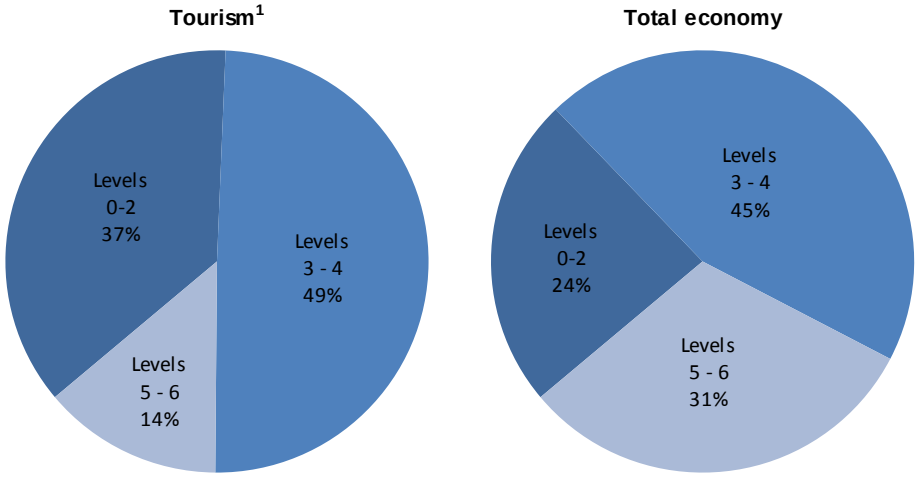


1. Accommodation and Food Services Activities (ISIC Rev 4).
2. Mean nominal monthly earnings.

Sources: ILO Database; OECD calculations.

Looking at the highest level of education attainment, available data for European OECD countries reveals that the vast majority (86.2%) of people working in tourism have post-secondary non-tertiary education or lower. In the wider economy, this figure is 68.7%. The biggest variation is at the higher and lower end of the scale – 36.8% of people working in the hospitality sector have completed lower secondary education or below, compared to 23.9% in the overall economy. At the other end of the scale, 13.8% of people working in the hospitality sector have completed some form of tertiary qualification, compared to 31.3% in the economy as a whole (Figure 6; Table A.8, Annex 4).

Figure 6. Highest level of education or training completed in European OECD countries, 2013



1. Accommodation and Food Services Activities (ISIC Rev 4).

Note:
Levels 0-2: Pre-primary, primary and lower secondary education.
Levels 3-4: Upper secondary and post-secondary non-tertiary education.
Levels 5-6: First and second stage of tertiary education.

Sources: EUROSTAT Database; OECD calculations.

While tourism provides a high share of low-skilled jobs, many tourism jobs require a combination of softer and more technical skills, as well as higher level skills. The ILO and UNWTO (2013) recently noted that a significant proportion of service positions (around 25-30%) are supervisory or skilled occupations at managerial, professional or technical levels. Moreover, the availability of low-skilled jobs within the sector provides an opportunity for people to enter the labour market, gain experience, develop skills and in time move into higher level, better paid jobs.

Analysis of US Bureau of Labor Statistics data by the United States Travel Association (2012) found that workers whose first job is in the travel industry progress further in their careers than people who get their start in other industries. This analysis does not distinguish between those who stayed in the tourism sector and those who moved into other sectors, having worked in a part-time tourism job while studying, for example, but it does suggest that the opportunity to work in the sector was beneficial to these individuals in the longer term. The analysis concluded that the travel industry equips workers with a full range of skills and prepares them to succeed in any profession, whether within the travel industry or not. Indeed, many of the "soft" skills which experience in the tourism sector develops are valued by other sectors which may not necessarily foster these skills to the same degree (Box 5).

Box 5. Travel creates jobs and launches careers in the United States

Analysis by the United States Travel Association (USTA) highlights the importance of travel and tourism as a source of jobs and the role the sector can play in supporting export-led economic growth and job creation, with travel's job-creating power outperforming the rest of the economy. USTA also highlights the career opportunities working in the sector can create and the travel industry's contribution to a strong, upwardly mobile job market. Direct spending on travel supports 7.5 American million jobs. This rises to 14.4 million jobs – or 1 in every 8 private sector jobs - across many different sectors when indirect and induced effects are taken into account. These are jobs which cannot be outsourced and can bolster local economies across the country. More than half the total workforce in the travel industry is employed in small businesses.

Analysis of longitudinal data collected by the US Bureau of Labor Statistics (BLS), which tracked more than 5,000 workers over a 30 year period, indicates that for nearly 1 in 5 Americans (19%), their first job was in the travel industry, while 50% held at least one travel-related job in their career. Regardless of educational attainment, BLS data shows that people who start their careers in the travel industry end up earning more on average than employees who began their careers in nearly all other industries – slightly behind only financial services and significantly higher than workers whose first jobs were in manufacturing, construction and health care. According to USTA, the industry serves as a gateway to the working world and travel jobs give workers the opportunity to learn skills on-the-job and the flexibility to gain additional knowledge, skills and training needed to for career advancement. Nearly one-quarter of workers in the travel industry are under 25 years of age, compared to 13% in other sectors of the economy, while workers without a college degree represent 80% of total employment in travel, compared to about 70% in other sectors. One third of all part-time employees are furthering their education work in leisure and hospitality.

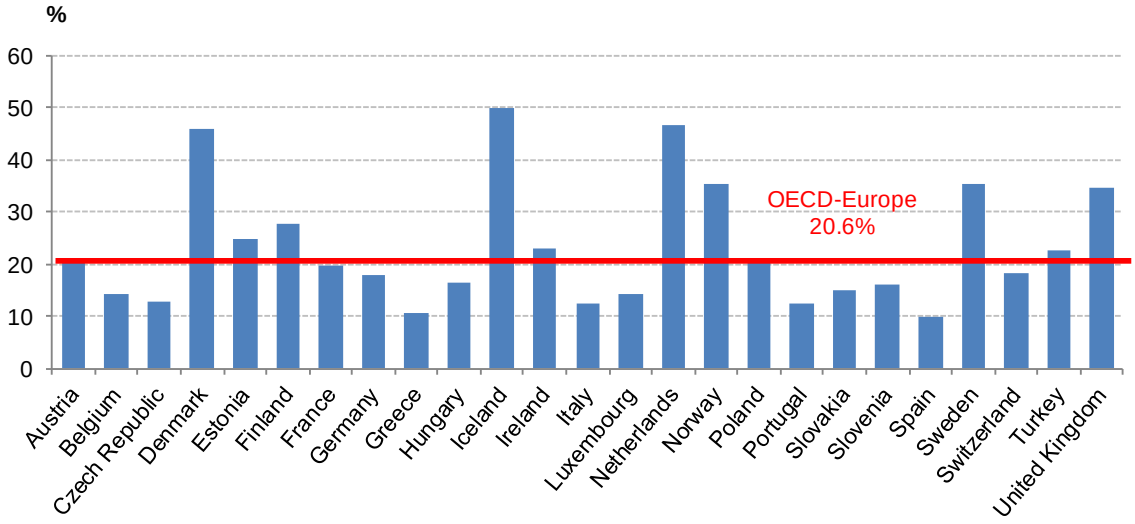
Source: United States Travel Association (2012a, 2012b) www.ustravel.org

The nature of tourism jobs suits some sections of the labour force, which are looking for part-time, flexible work options, such as students. According to the Canadian Labour Force Survey, in 2012 about 72% of young workers gave attending school as their main reason for working part-time in the tourism industries. Working part-time may also be a personal preference for some people, or may fit with childcare and other personal and family responsibilities, or due to illness. Not all people working part-time are looking for full-time work.

Tourism is also a relatively accessible entry point into employment, especially for young people, non-traditional workers and other groups who may be far from the labour market. Once in employment, potential exists for people to up-skill and move up the value chain. Tourism also provides jobs for people in regional areas, supporting local communities and stimulating economic development. Unlike other sectors, many core tourism jobs are rooted in the destination and cannot be outsourced or moved to other countries. While concerns about the quality of tourism jobs are real and well-founded, tourism jobs have a number of positive aspects and can potentially play a role in wider labour market insertion efforts.

With youth unemployment a challenge in many OECD countries, tourism provides a gateway into employment and often represents a young person's first contact with working life (OECD and ILO, 2013). The age profile of workers in the tourism sector is much younger than for the economy as a whole – just under a half (46.8%) of people working in tourism in European OECD countries are between 15 and 34 years of age, compared to a third (32.4%) in the economy as a whole. The share of workers between the ages of 15-24 years is particularly high at 20.6%, twice the share economy-wide (9.4%) (Figure 7; Table A.9, Annex 4).

Figure 7. Share of youth (15-24 years) in tourism[1] employment in European OECD countries, 2013



1. Accommodation and Food Services Activities (ISIC Rev 4).

Sources: EUROSTAT Database; OECD calculations.

A Europe-wide study by Ernest and Young published at the end of 2013 noted that the hospitality sector plays a critical role in fighting youth unemployment and is essential for jobs and growth and the health of other sectors. This is backed up by labour market statistics, which show that growth in employment in the hospitality sector amounted to 2.9% per year in 2000-10, compared to an average rate of 0.7% in the overall economy. The hospitality sector created 2.5 million jobs during this decade, according to the European Commission.

Recognising that a job in tourism can provide a stepping stone for youth, getting them on the first rung of a career ladder, there is however a danger that some youth get caught in a cycle of low paid, part-time and temporary work. Recent work by the ILO (2014) highlights the need for skills development for youth, and capacity building more generally, to feature more strongly in tourism development plans, if the benefits of tourism development are to be distributed on an equitable basis. The development of skills via vocational and technical education and training can play a key role in aiding the transition to work. Once in employment, training and continued professional development should provide youth with a means to forge a career in the sector, rather than simply working in it by accident or because of a lack of other opportunities.

The capacity for the hospitality sector to provide opportunities for young people is recognised by an industry initiative led by Hilton Worldwide, in co-operation with the International Youth Foundation. The initiative also recognises that success depends on the sector's ability to empower and develop the skills and talents of young people (Box 6).

Box 6. Creating opportunities for youth in hospitality

A white paper prepared by Hilton Worldwide and the International Youth Foundation, *Creating Opportunities for Youth in Hospitality*, highlights the opportunity to develop a trained workforce for the hospitality sector, while helping young people around the world to obtain quality jobs and improve prospects for themselves, their households, and their communities. The paper identifies three barriers which prevent young people from entering or staying in the hospitality sector: *i)* lack information about the nature and extent of meaningful careers in the hospitality industry; *ii)* skills mismatch, many youth are not suitably qualified for entry-level or advanced opportunities; and *iii)* high turnover, many talented young people do not pursue long-term careers in the industry.

Three actions that hospitality companies should take to create opportunities for the youth are proposed, including: *i)* designing a company-wide strategy for youth development; *ii)* enabling industry-wide progress by sharing best practices that close the information gap on youth and measuring results; and *iii)* tracking progress toward youth development goals that are relevant to the hospitality industry and society as a whole. Aligned with this strategy Hilton Worldwide partnered with the International Youth Foundation to provide economic opportunities to youth in communities across the globe, and announced a company-wide, global commitment to "open doors" for 1 million youth by 2019 by:

- Developing tools and resources to prepare youth for employment, such as the Careers@Hilton Live: Youth in Hospitality Toolkit; delivering education, life skills development and workforce training in more than 4,100 properties in 90 countries.
- Implementing youth workforce development programmes to support young, entry-level employees in hotels around the world, such as the Passport to Success© life skills training programme.
- Advancing thought leadership for the industry, such as the Creating Opportunities for Youth in Hospitality paper, and the Global Youth Wellbeing Index.

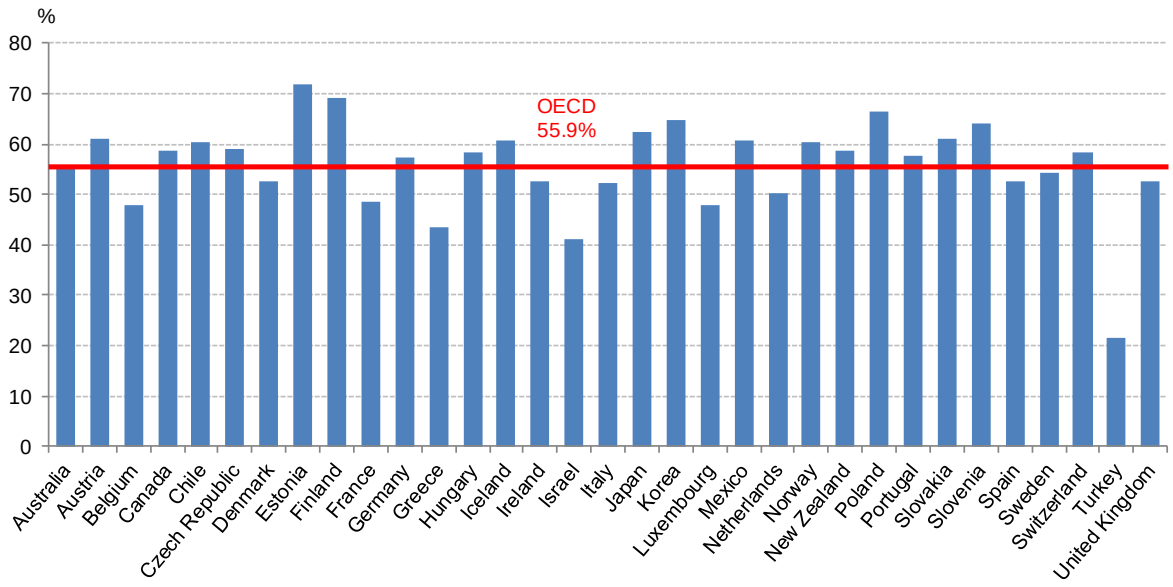
Source: International Youth Foundation (2013) www.iyfnet.org

Tourism is also an important source of employment for women, who account for 55.9% of employment in the tourism sector on average in OECD member countries. This is higher than the share of women employed in the services sector (46.6%) and in the economy as a whole (43.2%) (Figure 8; Table A.10, Annex 4).

However, as in other sectors, women are often over-represented in non-regular jobs and generally earn less than men. This is due to the significant horizontal and vertical segregation of occupations, resulting in a gender pyramid with women concentrated in lower level roles. Women are also more likely to work in part-time, precarious employment. The persistence of gender gaps in education, employment and entrepreneurship in many OECD countries are not only an issue of equal opportunities for women, they also reflect the inefficient use of skills and competencies in our economies and societies (OECD, 2013a). Recruitment, retention and promotion of talented women will be necessary for the future skills and productivity requirements of the sector (ILO, 2013b). Augmenting support for career progression for part-time women can also help to enlarge the pool of qualified employees.

Migration flows will be increasingly relevant as international competition for talent increases and access to the right mix of skills impacts growth and development prospects (OECD, 2014a). The use of migrant workers can help to address skills shortages, but does not contribute to promoting skills development over the long term. Tourism is an important source of opportunities for migrants, along with aboriginal populations, people with disabilities and other marginalised groups.

Figure 8. Share of women in tourism[1] employment in OECD countries, 2013



1. Accommodation and Food Services Activities (ISIC Rev 4).

Source: OECD calculations based on ILO Database.

Workforce development in tourism

The OECD Skills Strategy and OECD Survey of Adult Skills highlight changes in the demand for skills and the need for government policies to encourage and enable people to learn throughout their life (OECD, 2012; 2013d). Building the right skills can help countries improve economic prosperity and social cohesion by supporting high levels of employment in good quality jobs, improving productivity and growth and contributing to social outcomes such as health, civil and social engagement. Making sure the right skills are available is just the first step – it is also important to ensure that these skills are put to effective use in the workplace, as this can affect economic growth and well-being through its linkages to labour productivity and job quality. OECD work shows that job quality is closely related to skills utilisation and organisational development, with innovative workplaces where workers are stimulated to use and develop skills – 'learning organisations' – tending to be more successful (OECD, 2013b) (Box 7).

OECD work also highlights the need to consider both supply-side issues linked with developing a well-trained workforce (responsive education and training system, integration of non-traditional workers, upgrading skills and attracting and retaining talent) and demand-side issues linked with high skills utilisation by employers (improving productivity, technology transfer, management training and new forms of work organisation), in order to reach a high skills equilibrium. Enterprises therefore have a role to play so as to better harness the skills of their workers and create more sustainable employment opportunities in the future (Froy and Giguère, 2010; Froy, Giguère and Meghnagi, 2012).

Box 7. OECD Skills Strategy to build an effective skills plan

The OECD Skills Strategy advocates three inter-related policy levers and an overarching theme of strengthening the skills system to build the right skills and turning them into better jobs and better lives:

- **Developing the right skills**: Ensuring that the supply of skills is sufficient in both quality and quantity to meet current and future emerging needs. This requires developing the right mix of skills through education and training but also ensuring effective policies to attract and retain talent.

  Strategies include: encouraging and enabling lifelong learning; supporting the development of skills relevant to national and local labour market demand; and improving employability.

- **Activating the supply of skills**: Many individuals are out of the labour force or under-represented, requiring additional supports and incentives to re-enter the labour market.

  Strategies include: encouraging people to offer their skills to the labour market and retaining skilled people.

- **Putting skills to effective use**: Successful skills policies also require that the current available skills are being utilised, which will ultimately improve productivity.

  Strategies include: better matching skills and job requirements and increasing demand for high-level skills.

- **Strengthening skills systems:** The Skills Strategy takes a whole-of-government approach, with dialogue and collaboration across ministerial portfolios, and engaging stakeholders to build a national consensus and commitment to action.

Source: OECD Skills Strategy (2012)

Enterprises should also consider better utilising worker's skills as part of a strategy to stimulate innovation and improve their tourism service offer. The OECD's Innovation Strategy (2010) underlines the importance of incremental innovation; most innovation in OECD countries in recent years has been arrived at incrementally within the workplace (Toner, 2011). Practices which can promote better skills use include changing the role or description of a job, greater employee participation, freedom and autonomy, rotating employees between different jobs, conducting a skills audit or training needs assessment, training employees in multiple skill-sets and introducing knowledge transfer initiatives, such as mentoring (Skills Australia, 2012; OECD, 2014e).

In the hospitality sector, there is evidence of large hotel chains changing their approach to skills in order to provide an improved customer offer, including placing a strong emphasis on internal training and promotion opportunities and good working conditions to ensure good quality jobs, thus attracting a higher calibre of employees. They offer a minimum number of hours of training, use a hybrid approach combining classroom learning and on-the-job training and communicate both "hard" information concerning standards of performance and "soft" cultural messages. Some also partner with unions to run joint training centres to deliver basic training modules (Box 8).

Box 8. Adding value through workforce development at the Four Seasons and Fairmont Hotels

Human resources are central to value creation at the Four Seasons Hotel and the Fairmount Royal York Hotel in Toronto, Canada. The business model of both hotels is based on the delivery of a high quality and distinctive customer experience by well-trained and engaged employees, to promote guest satisfaction and repeat stays. Both hotels provide their carefully selected employees with career development opportunities and work benefits including an internal promotion policy and a pension plan. Training and development initiatives are also at the centre of their business strategies. For example, the Four Seasons Hotel seeks to secure a minimum number of training hours and provides a combination of classroom learning and on-the-job training which include 'hard' information on performance standards as well as 'soft' cultural messages. In addition, the Royal York runs joint training centres in partnership with the union to deliver basic training modules.

This approach brings benefit both to the employer and to the employee. The hotels have remained competitive by gaining reputation and earnings from high quality service provided by their motivated workers. Furthermore, the turnover rate in both hotels is lower than the industry average. The employee, meanwhile, gains higher levels of skills and develops pride in their work. These examples show how training can play a significant role in generating value for the guest in an industry where a relatively low-skill, low-wage workforce is employed.

Source: Verma (2012)

However, the structure of the tourism sector, dominated by small, medium and micro-sized enterprises, and small and micro-enterprises in particular, has implications for attracting, retaining and developing human capital. Globally, around 80% of the tourism workforce is located in SMEs (ILO, 2010c). Almost half of people employed in hotels and restaurants (47.5%) in OECD countries for which data is available work in enterprises employing fewer than 10 people (compared with 31.2% in the economy as a whole), with almost three quarters (72.6%) working in enterprises employing fewer than 50 people (compared with 50.9% in the overall economy). SMEs are responsible for a smaller share of employment in travel agency and tour operator businesses, which tend to be larger (Table 2; Table A.11, Annex 4).

SMEs typically lack the human resource development capacity and resources which are available to larger organisations as well as adequate policies to provide staff with a proper career development path. This is compounded by a general lack of training culture and management skills. Employees in SMEs, meanwhile, are more likely to perform multiple roles and require a combination of skills. Linked with the large number of SMEs, tourism has a relatively flat job structure. The existence of many micro-enterprises, including small-scale family run businesses, limits internal progression routes and the breadth and depth of career opportunities. Those trying to build a career in tourism will likely need to move sideways, work in other companies or countries, move in and out of the sector or become self-employed to gain experience.

The lack of career development opportunities is a major issue for the sector, with productivity and profitability implications due to recurring recruitment and training costs, loss of expertise and institutional knowledge and reduced ability to innovate and train other staff (APEC, 2012). While weak career perspectives to some extent reflect the consequences of labour market segmentation, this is unlikely to be the key issue in a sector dominated by small low-productivity firms and characterised by low wage growth and worker retention. Improving job quality in such a setting is a real challenge.

As in the services sector in general, the tourism production function is characterised by a labour-labour complementarity (high skilled–low skilled) rather than a labour-capital complementarity prevalent in the manufacturing sector. This limits the potential for productivity enhancements, particularly given the small size of tourism enterprises. Better skills may not automatically result in the higher productivity which can enhance career perspectives. The "production technology" of firms in the tourism sector, and the degree of investment in tangible and intangible assets, may be just as important. The quality aspects of both the inputs and outputs also need to be taken into account when considering productivity in tourism.

Table 2. Distribution of employment by firm size in OECD countries, 2012 or latest year available

Sector	1 - 9	10 - 19	20 - 49	50 - 249	250 or more
	%	%	%	%	%
Accommodation and food service activities	47.5	12.2	12.9	10.9	15.0
Accommodation	23.5	12.9	18.7	23.8	17.0
Food and beverage service activities	53.8	12.7	11.3	8.1	13.2
Travel agency, tour operator, reservation service and related activities	34.3	7.7	12.0	16.3	22.3
Industry[1]	15.0	7.2	11.7	24.4	41.1
Services[2]	36.2	9.0	11.0	14.4	29.0
Total economy	31.2	8.6	11.2	16.8	31.9

1. Refers to mining and quarrying, manufacturing, electricity, gas, steam and air conditioning supply.
2. Refers to water supply, sewerage, waste management and remediation activities, construction, wholesale and retail trade, repair of motor vehicles and motorcycles, transportation and storage, accommodation and food service activities, information and communication, real estate activities, professional, scientific and technical activities, administrative and support service activities.

Note: Sums may not add up to 100% due to confidential values.

Source: OECD calculations based on SDBS Structural Business Statistics Database.

The ILO's Global Dialogue Forum on New Developments and Challenges in the Hospitality and Tourism Sector (2010) agreed the need for progressive workforce development strategies, enhancing the skills and working conditions of existing employees. Effective social dialogue, alongside well-managed enterprise-based employee training, performance management systems and skills certification, can enable the development process for workers at all levels to operate in a way that better meets the needs of employers and individual workers. Introducing a culture of lifelong learning can help to raise both skills levels and enhance career development opportunities. This in turn requires additional efforts to increase and attach more value to human capital within the industry (European Commission, 2009).

The European Commission is actively engaged in strengthening the skills of tourism SMEs. As acknowledged by the Communication "Europe, the world's No. 1 tourist destination – a new political framework for tourism in Europe" [COM(2010)352], initiatives to improve the professional skills of tourism workers are essential for modernisation and competitiveness of the sector. The most recent examples include, inter alia, studies analysing the skills needed for ensuring accessibility of tourism destinations and mapping the gap between skills required by the labour market and those provided by member states' education systems; a pilot series of webinars to enhance the skills of tourism entrepreneurs in the area of digital marketing; services provided by the European Enterprise Network; multilingual classification of European Skills, Competencies, Qualifications and Occupations (Box 16); and the European skills passport for the tourism sector (Box 28).

Strong and robust data is needed to support the development of improved workforce development strategies and policies. This section has sought to bring statistical evidence to support the discussion. However, available employment data for tourism is limited and national labour force statistics do not capture the micro-level reality of the sector. A further issue is the lack of uniform, comparable data across the different branches of the tourism sector, and between countries. The most detailed data available covers the accommodation and food services sectors. Countries face an ongoing task to build on the progress made to date in strengthening the collection and dissemination of tourism statistics.

In order to support better workforce planning and evidence-based policy development, in-depth research on the current and future tourism labour force has been conducted in a number of countries including Australia (Box 20), Canada (Box 11), Germany, Mexico, Portugal (Box 3) and the United Kingdom (Box 9). Similar studies are also planned countries like Ireland and Poland. Such studies can help

to build a picture of the reality in the sector and develop knowledge and understanding of the issues from the perspective of employers and employees, to inform policy development.

Box 9. Employer survey reveals skills gaps and training issues in the United Kingdom

A survey of hospitality and tourism employers in the United Kingdom reveals how skill gaps and shortages are affecting the sector, with negative implications on productivity. One in 14 people working in the United Kingdom are employed in sector, which contributed GBP40.6 billion to the UK economy in 2011. Employment growth in the sector (0.7%) is higher than the average for the economy as a whole (0.5%). A further 660,200 people will need to be recruited to 2020. Almost half (46%) of hospitality and tourism businesses employ less than five people; 57% of the workforce is female, but only 32% of sector employers have female senior managers. 18% of employers with hard-to-fill vacancies believe there are insufficient numbers of people interested in doing the types of work available. A fifth (21%) of employers report skills gaps, compared with 13% in the overall economy - hotels (30%) and restaurants (25%) in particular reporting difficulties. Elementary occupations are most likely to exhibit skills gaps (22%). They are also more likely to receive training (63%), in contrast to skilled trades such as chefs (15%), highlighting an imbalance in training provision, given the stated need for improved job-specific skills (57%). Skills gaps are also reported at management level. Employers report that customer handling skills (61%) most commonly need improvement – this is also the number one skills concern for the future (88%). Management and leadership skills (69%), sustainability issues (58%) and effective use of social media (48%) will also have significant influence in the future.

Combined with high turnover rates, these skill gaps are affecting the ability of almost half of businesses to meet customer expectations. While turnover rates have fallen from 31% in 2009 to 20% in 2012, the loss of so many people from the sector is undermining investment in training. In addition to retaining staff, providing the right training and development opportunities is necessary to stop the ongoing cycle of replacement and training. In total, 41% of organisations arranged or funded training in the past 12 months, with larger businesses more likely to train. Only a third of employers (36%) provided training based on individual personal development needs, indicating that much of the training in the sector is uniform and most likely at the basic or introductory level. The sector spends an average of GBP3,625 per person on training, which is higher than the average of GBP3,275 per person across all industries

Source: People 1st State of the Nation (2013) www.people1st.co.uk

Skill development and career progression challenges

Professional development opportunities can support the creation of more and better tourism jobs, which in turn promotes enterprise and destination competitiveness and lead to better outcomes for workers. However, the country survey underscored the persistence of recurring and well-known challenges in the tourism sector, which are interlinked and have implications for job quality, skills development and career progression. Structural issues related to seasonality, regionality and the dominance of the sector by SMEs are significant, impacting employment and job quality and interacting with demand and supply side issues associated with developing and retaining a skilled workforce. Many challenges are not unique to SMEs but targeted solutions are needed as the capacity and resources available to effectively respond are more limited than in larger organisations.

At a time of high unemployment, especially in Europe, there is evidence in many countries of skills shortages in the sector, with future shortages also forecast. The issue appears to be more pronounced in relation to skilled or semi-skilled jobs, with low-skilled jobs easier to fill. Enterprises report difficulties recruiting due to a shortage of applicants with the required skills and experience, particularly trained chefs and other skilled culinary workers.

Countries highlight the need for soft skills crucial for service delivery, including language, customer service, cultural awareness and cross-cultural skills, service quality and communication skills. There is also a need to upgrade the problem-solving skills needed for working in a technology rich environment, notably those related to social media, e-marketing and e-commerce. Skills gaps are also reported for skilled and semi-skilled hospitality roles, including chef, waiter/front of house and bar roles. At managerial levels,

skills needs include small business management skills (finance, human resources etc.), along with leadership, entrepreneurship and innovation skills.

In the longer term, identified skills needs include environmental awareness and ethical behaviour, creative and innovative thinking and data management and analysis. A number of countries are also offering training programmes to prepare the industry to cater to emerging tourism markets, which have different expectations and demands. The Welcome China programme in Portugal, for example, aims to familiarise trainees with practical aspects of Chinese culture and economic relations between the two countries, the profile of the Chinese traveller and basic expressions in Mandarin (Box 3).

In a small number of countries, such as Australia (Box 10) and Canada (Box 11), labour shortages are creating skills gaps, due to demographic and economic trends, low unemployment levels and a workforce seeking to establish careers in other sectors of the economy, particularly in regional areas where there is a need for a more mobile and flexible workforce. These countries are looking to alternative labour sources, including older and indigenous workers, to address the skills and/or labour shortage and reduce the reliance on traditional labour pools.

Box 10. Recruitment, retention and skills shortages in Australia

In 2010 the largest body of research ever conducted to profile the tourism labour force, *The Australian Tourism Labour Force Report*, highlighted that an additional 56,000 people are needed to fill tourism vacancies by 2015, 46% skilled and 54 % un-skilled workers. It found that around half of all tourism businesses in Australia are experiencing recruitment, retention and skills shortages and targeted regional solutions are needed to respond to these issues:

- Australian tourism regions are highly seasonal - 47% of the tourism industry is considered seasonal;
- The average job vacancy rate was 9% equivalent to 35,800 jobs compared with the whole-of-economy average of 2%;
- The average employee turnover rate was 64%;
- 57% of respondents faced recruitment difficulties citing a lack of applicants, required skills and experience as the main factors;
- 50% of respondents faced skills deficiencies citing a lack of experience and a lack of opportunity to gain experience were factors affecting skills deficiencies;
- 46% of respondents faced retention difficulties citing a lack of career development opportunities, employees finding the role too difficult and employees being recruited by businesses in other industries.

The main challenges affecting the Australian tourism labour force include: need to improve training so it meets the needs of industry and is accessible, particularly in regional areas; development of career pathways; workforce planning and managing the workforce; better use of alternative labour sources (Indigenous workers, youth, mature aged, long term unemployed, people with a disability); and the significant regional disparity across the nation about the size and nature of the labour force challenges with a need for targeted regional planning responses.

Source: The Australian Tourism Labour Force Report (2011)

In Ireland, a study investigating the availability of suitably qualified chefs revealed a high rate of progression from training to working as a chef. However, the working conditions on offer, notably unsuitable working hours, low pay, temporary work and lack of promotion opportunities, were the main reason cited for deciding not to work as a chef, contributing to recruitment difficulties experienced by the industry (Box 12).

Box 11. Tightening labour market limiting economic potential of tourism in Canada

A 2012 study on *The Future of Canada's Tourism Sector* quantified the implications of long-term demographic and economic trends on the supply and demand for labour in the sector and outlined the potential labour shortages by industry, occupation, province and sub-provincial region. In 2010, over 1.6 million full-year jobs were required to meet the demand for tourism goods and services. Projections for future spending suggest that by 2030, demand for labour will grow to 2.1 million jobs, an increase of 33%. While a national-level surplus means the situation is currently manageable, demographic trends indicate that the growing gap between demand and the number of available workers will cause a significant number of jobs to go unfilled over the next 20 years. By 2030, shortages in the tourism sector could grow to 228,000 jobs, leaving 10.7% of potential labour demand unfilled, with the food and beverage services and recreation and entertainment industry expected to be most affected.

According to the report, Canada's tourism sector will not reach its full economic potential under these conditions. If the expected shortages are not mitigated, it estimates the sector could forgo CAD 31.4 billion in potential revenues by 2030. These projections assume the attractiveness of tourism occupations, job responsibilities, wages and access to training and education programmes will remain constant. The report notes that action on the part of governments, the industry as a whole and individual businesses can significantly reduce potential shortages, by for example:

- Identifying under-utilised labour pools such as mature workers, persons with disabilities and new imigrants and implement policies to attract these potential employees.
- Improving the image of tourism jobs by showcasing the benefits of working in the sector and by identifying and adjusting to needs of workers from different demographic segments e.g. offering training, the opportunity for advancement and other non-wage benefits such as more vacation.

It is planned to update this work with an analysis of skills gaps, a survey on the attractiveness of tourism careers and an assessment of wage rates in relation to labour supply and their overall impact on tourism demand.

Source: Canadian Tourism Human Resources Council (2012) http://cthrc.ca/

Box 12. Employment situation of professional cookery trainees in Ireland

Following concerns that there was a shortage of professionally trained chefs, Fáilte Ireland undertook a study to better understand the employment situation for chefs and to assess the output of national professional cookery training and development courses. While strongly indicating that a skills shortage did not exist at national level, national statistics were not totally unambiguous and the industry was reporting difficulties recruiting skilled chefs. The report found that in the region of 80% of people who had successfully completed training were working as chefs at the time of the follow-up surveys, indicating a high rate of progression from completing training to working as a chef. A combination of four main job-related factors, meanwhile, influenced the decision not to work as a chef: unsuitable working hours, low pay, temporary work and lack of promotion opportunities.

The study concluded that the pay and conditions on offer to chefs are not commensurate with the aspirations of a substantial minority of trainees and lead to a decision not to seek employment as a chef. The study also concluded that measures to address these issues fall largely within the remit of the industry itself and indicated that measures to improve pay and conditions are relevant to addressing recruitment difficulties and ensuring that the supply of trained personnel is fully retained in the sector. One of the more notable findings is that among persons progressing to work as chefs, a significant proportion (at least 40%) identified the need for further training in professional cookery in order to improve their career prospects. This indicates the relevance of both on- and off-the-job training opportunities for supporting the career development of people working as chefs. It also indicates the importance of providing opportunities for professional development of chefs as part of a strategy to increase the quality of human resources in the sector.

Source: Fáilte Ireland (2012) www.failteireland.ie

A further recurrent challenge is the extent to which skills and training are valued by employers and the lack of training culture in tourism enterprises. Employers often prefer to recruit for attitude rather than skill and then train informally on-the-job, while the willingness and/or ability of industry to reward skills development and pay an "education subsidy" for trained workers is also an issue. The scope for improving pay levels in the sector is limited by tight profit margins, but may also point to the value (or lack thereof) placed on human capital skills, particularly soft skills.

Employers in the sector frequently highlight the shortage of skilled staff and the lack of work readiness of graduates in particular – but the sector is also renowned for low levels of training (ILO, 2014). Appreciation of the value of lifelong learning is underdeveloped, particularly in SMEs, although countries report improvements on this score. A recent study in Iceland, for example, indicates that an appreciation of the need for more skills is emerging, with 62% of companies surveyed offering some form of lifelong learning opportunities. Opportunities to engage in lifelong learning, and the existence of structures to support this, are also underdeveloped, while the cost of up-skilling is often downloaded onto the worker, who may not get paid time off or contribution towards training costs and may receive little or no financial recognition on completion of training.

Awareness of training programmes and government initiatives to support skills development among both employers and employees also plays a role, with implications for the uptake and effectiveness of available policy supports. Some countries report difficulties attracting young people to vocational education and training. Over-qualification, and its impact on retention, is also an issue in a number of countries, with the supply of higher level graduates greater than demand, underscoring the need for practical, skills-based training which is better aligned with industry needs and improved job and skills matching. Existing skills development programmes and supports are not always industry driven or meet industry realities, with implications for the work-readiness of trainees.

A related challenge is to understand how skills development opportunities, qualifications and employment fit together, the pathways individuals can follow and the career opportunities these can open up. As tourism becomes more segmented and complex, so too do these pathways. It can be difficult to identify the most appropriate training programme and where this may lead to in the future. The capacity of SMEs to support practical work-based training is also an issue, as managers and owners may not be well positioned to provide training or mentoring.

The image of tourism employment is an ongoing issue in most countries, impacting the sector's ability to attract and retain skilled workers. The quality and attractiveness of tourism jobs varies by destination and branch, with some hospitality jobs, for example, generally perceived more negatively. While SMEs can take steps at enterprise level to improve the quality of jobs, wider efforts are needed to raise the quality and image of employment in the sector and make tourism an industry of choice, not chance, for workers.

Faced with these challenges, turnover and vacancy rates are high in many countries. Turnover tends to be higher in regions where tourism is competing with other, more attractive sectors for labour. It can also vary by skills level and is more likely to be lower for managerial levels than for line employees. In France, for example, an estimated 50 000 positions are unfilled in the sector at any one time, even though the number of tourism graduates is at a sufficient level to meet the vacancy rates. In Australia, the turnover rate is 64% and is more pronounced in regions where tourism is competing with other, higher paying sectors, notably the resources sector, while the job vacancy rate in tourism is 9%, almost five times the rate for the overall economy (2%).

Different reasons are cited for high turnover in the sector, with employers pointing to the essentially transient nature of part of the workforce and difficulty retaining staff, while employees cite the low pay,

although lack of a career structure and benefits would appear to be of even greater importance (ILO and UNWTO, 2013). A recent study in Canada (CTHRC, 2013) concluded that high turnover rates are not only a result of inadequate employer recruitment and retention strategies, but also reflective of a younger, student workforce that typically transitions to other career opportunities. Reasons for employee turnover tend to centre on other opportunities that become available and general dissatisfaction with the management of tourism enterprises. While pay is cited by employees, it is employers who place greater emphasis on this element of workplace engagement.

Ongoing recruitment and reliance of the industry on casual, temporary staff frequently results in a short term focus on "initial skilling" rather than "up-skilling" and development. This ongoing cycle of replacement and training places an unsustainably high financial and time burden on the sector and affects business planning. These factors combine and limit the incentive for businesses to invest in training and skills development, never mind look beyond the short term to consider longer term career progression. Failure to deal with these challenges can damage competitiveness, diminish productivity and impede tourism growth. Innovation suffers as there is no long term engagement with business development, especially in small and micro-enterprises, productivity suffers as workers who become skilled and proficient leave, which also results in a loss of intellectual knowledge, while skills shortages also have negative implications for service quality and competitiveness.

The issue of job quality, skills development and career progression are therefore of concern to policy makers, due to the persistent nature of many of the challenges and ongoing market failure in the tourism labour market. While much of the attention to date has focused on supply-side issues, demand-side adjustments are also needed to tackle these challenges. Labour shortages and skills gaps may exist due to a lack of appropriately qualified people available to fill these gaps, or because people are not attracted by the opportunities and benefits these positions offer. In circumstances where there is a persistent lack of labour supply to meet demand, it is necessary to look at the existing business model and examine the way in which services are delivered and employment is organised. Industry action is needed to address the factors in its control (e.g. rates of pay and other work conditions, training culture, extent to which skills are valued) to contribute to the good functioning of the tourism market, support better quality jobs and put tourism enterprises on a more solid commercial path. Policy measures should seek to influence the wider framework conditions and support enterprises in this.

POLICIES AND PRACTICES TO BOOST WORKFORCE DEVELOPMENT IN TOURISM SMES

This section presents policies and programmes introduced to respond to the challenges outlined and boost workforce development in tourism SMEs.

Strategies and structures to support skills and career pathways

The importance of human capital, and its development, in tourism policy is recognised by many countries. The availability of a competent, well-trained labour force is a driver of quality and innovation and a source of competitive advantage for destinations. The industry is becoming more complex, requiring higher level skills and opening up new career opportunities, while still offering a core pool of low skilled jobs. Education and training is an important element of many national tourism strategies. Some countries have dedicated human resource development plans, while others are intending to develop such strategies. Labour market considerations are also incorporated into and influenced by broader tourism policies and programmes to boost growth and job creation.

A number of countries report measures to strengthen and improve the quality of tourism, with anticipated knock-on impact on the quality of jobs. Strategies to reduce seasonality, target new markets or improve the quality of the tourism offer, for example, can create more stable job opportunities and have implications for working conditions, skills requirements and career opportunities in the sector.

OECD work in the seaside resort of Blackpool in the United Kingdom, for example, identified how efforts to lift the quality of the tourism offer in the town can raise demand for skills to generate better quality jobs. The town has since embarked on a campaign to become the country's most welcoming resort and is working to roll out a new WorldHost customer service standard, expand the range of supervisory and management programmes on offer and pioneer a new tourism practice apprenticeship (Box 13).

In Slovenia the development of niche tourism is a key policy objective and depends on the availability of skilled professionals capable of delivering high quality tourism services and responding rapidly to changing tourism needs. Better co-ordination of education, employment and tourism policy is needed to achieve this, along with more active enterprises in the field of human resource development. A new tourism growth plan in Denmark, meanwhile, aims to raise the overall quality of Danish tourism, including improving workforce skills to support better quality tourism services and experiences. Initiatives to support enterprises with innovation, business development, technology, social media and networking support small and micro-enterprises and improve skills and career progression for employees.

New Zealand is targeting new markets such as China, India and Indonesia to smooth the impact of seasonality. The government is also investing in the international business events market to create greater certainty for seasonal labour and enhance return on investment in capital infrastructure, which in turn is expected to boost productivity. The development of leisure parks and cultural sites in France is also reported to have helped to reduce the precarious nature of seasonal employment, as well as requiring a variety of skills levels, including high-level management and finance skills.

Box 13. Attracting high value visitors with high quality service in Blackpool, United Kingdom

Having long been a seaside resort that caters for high volume, low-spend visitors, Blackpool is working hard to raise its game and attract higher spending visitors with a higher quality tourism offer. The town has been growing its branded attractions and investing in infrastructure, including trams, cycles, the Blackpool tower, a new concert hall and refurbished waterfront. The need for investment in skills in order to realise the town's vision was also recognised, particularly in the area of customer service. A particular emphasis has been placed on informal skills development to raise the aspirations of service personnel so that they project a better image of the town and at the same time become more committed to Blackpool, their employers and their own personal career prospects. A good example is the Welcome to Blackpool initiative. This project trains local people, especially those working in hospitality, leisure, tourism, transport and retail sectors, in appreciating the history of Blackpool, current developments and future plans. The knowledge gained can then be used to enhance visitor and local residents' experience of Blackpool. Employers have reported that the short course equips staff to deliver a high standard of customer service, impressing visitors to the town and encouraging word of mouth recommendations and repeat visits. Over 3,000 people of all ages are reported to have attended the course over a two year period, with more than 250 organisations benefiting. Such initiatives have been useful in increasing staff retention and allowing local employers to start working with individuals on personal development plans.

In April 2014, Blackpool received almost GBP1 million in funding from the Employer Ownership Pilot to co-invest in a range of vocational training programmes that will lift the skill sets of the workforce and offer opportunities to other tourism and retail businesses in the town. Leading tourism businesses are training their staff by means of the WorldHost customer service programme used to train staff and volunteers for London 2012. WorldHost Recognised Destination status is awarded to areas where 25% of businesses have trained 50% of their frontline staff and signed a commitment to delivering excellent customer service. The project is addressing the need to improve the quality of the skills in the tourism sector locally and also includes a new Tourism Apprenticeship framework which will be owned and developed by employers. The aim is to deliver 100 new apprenticeship places at tourism businesses in Blackpool. The campaign is being led by the Blackpool Tourism Academy, which is a consortium of key leisure attractions dedicated to boosting the skills of the seaside resort's seasonal and year round workforce.

Source: Blackpool Council www.blackpool.gov.uk; OECD (2012)

Focusing on high value tourism markets and improving the quality of the tourism offer has the potential to improve the quality of jobs in the tourism value chain. Broader policies to build strong and more sustainable tourism growth, including an increased focus on innovation and competitiveness, can also have a positive impact on the quality of tourism employment. Efforts to diversify and strengthen the tourism offer can reduce seasonality, improve the profit structure and generate new business models, providing a better base for more sustainable jobs and careers in the sector. A responsive initial and continuing education and training system and streamlined workforce development frameworks can support such efforts. Practically relevant vocational education and training is important to many tourism occupations, while higher level education is of greater relevance as people advance and move into management roles. More clearly establishing the linkages between skills, qualifications and jobs can also support the development of skills and careers pathways.

In countries such as Austria, a comprehensive training system is in place, including initial and continuing vocational and higher-level education and a well-developed apprenticeship system which forms the backbone of skills training in the sector. Higher-level education in Austria includes a mandatory period of practical on-the-job experience, while continuing education courses cater to the needs of workers. Some countries operate tourism schools offering initial and lifelong training, such as Portugal's network of 12 hotel schools run by Turismo de Portugal. Other countries have dedicated training organisations which co-ordinate the design and delivery of training in the sector, such as ServiceIQ in New Zealand. Tourism is also catered for through general labour market and training services and programmes. Much of the focus appears to be on initial training, with lifelong learning frameworks and opportunities less developed.

The diversity of training programmes available in many countries can make it difficult for employees and enterprises to identify the programmes which best meet their needs. It can also make it difficult to identify skills development pathways and where these may lead. Progression pathways in the sector tend to be quite fragmented, though these are better defined in some branches than others. The hospitality sector is perhaps the most organised in terms of skills and career pathways, perhaps due to the existence of large international hotel chains with the capacity and structures to promote career progression. Larger firms are more likely to have career management and training systems in place and are in a better position to offer internal advancement opportunities.

A number of countries have taken steps to reorganise and simplify the qualifications framework to make it easier to navigate, along with the programmes themselves. Countries are also reviewing existing qualifications to ensure the training offer remains relevant and responsive to the current and emerging skills requirements in industry.

In New Zealand, the principal industry training organisation, ServiceIQ, is significantly streamlining the qualifications frameworks for tourism, travel and hospitality under the New Zealand Qualifications Framework. This will simplify the training system and create more clarity on qualification pathways for both students and employers. This work is part of a wider Targeted Review of Qualifications, which aims to make the qualifications system more relevant to employers and more user-friendly, as well as clarify the status of different qualifications to make it easier to identify education and career pathways (Box 14).

Box 14. Streamlining qualifications to create skills and career pathways in New Zealand

The principal industry training organisation in New Zealand, ServiceIQ, is currently working on significantly streamlining the qualifications frameworks for Tourism and Travel and Hospitality. This process will reduce approximately 158 individual qualifications to 11 for Tourism and Travel and create a similar reduction in numbers for Hospitality. This work will simplify the training system and create more clarity on qualification pathways for both students and employers. It has arisen out of the government's Targeted Review of Qualifications initiative at levels 1-6 on New Zealand's ten-level qualification framework. The review found that the qualifications system was not relevant to some employers and industry, was not user-friendly and the status of qualifications was unclear, and contained a large number of similar qualifications which made distinguishing between qualifications and identifying education/career pathways difficult. The tourism industry has benefited from the changes that were implemented as a result of the review and these are leading to the streamlining of qualifications within the industry as noted above. In relation to supporting skill development and training provision for people working in the tourism sector, ServiceIQ also facilitates a Sector Skills Advisory Group activity which identifies goals, strategies and actions for the tourism sector. Aligned to this, ServiceIQ facilitates an Industry Advisory Group, one of the functions of the Industry Advisory Group is to prioritise projects resulting from the Sector Advisory Group activities.

Streamlining of qualifications has also been undertaken in France, where the National Technical Certificate for Tourism now consists of one single certificate with a common core component, supplemented with language and specialisation options. This has helped to enhance the visibility of the qualification and was achieved in dialogue with the training and educational institutions and industry to ensure the training programme meets the needs on the ground.

Developing competency standards, qualification frameworks, occupation classifications and skills certification structures are also being used to support skills development and career progression. These mechanisms help to identify training pathways, guide training programme design and support skills recognition, nationally and internationally. Such frameworks make it easier to identify how workers can develop their skills profile and build a career in the sector. They improve job-skills matching by mapping qualifications, skills and occupations and also contribute to professionalising employment.

In Canada, for example, the Canadian Tourism Human Resource Council (CTHRC) developed a suite of 50 industry-validated national occupational standards and 30 nationally and internationally recognised professional certification programmes. These were developed through Employment and Social Development Canada's Sector Council Programme which provided funding to sector councils in order to support an industry-led approach to human resource development, attraction, retention and training. This programme sunsetted in March 2013 and was succeeded by the Sectoral Initiatives Programme, which has provided funding to the CTHRC to update the national occupational standards, certification programmes and workplace training resources for high volume tourism occupations (Box 15).

Box 15. National Occupational Classification, Standards and Certification for tourism in Canada

Occupational information is of critical importance for the provision of labour market and career intelligence, skills development, occupational forecasting, labour supply and demand analysis, employment equity and numerous other programmes and services. Updated in 2011, the National Occupational Classification (NOC) is the nationally accepted taxonomy and organisational framework of occupations in the Canadian labour market. Under the NOC, an occupation is defined as a collection of jobs, sufficiently similar in work performed to be grouped under a common label for classification purposes. A job, in turn, encompasses all the tasks carried out by a particular worker to complete their duties. With financial support from Employment and Social Development Canada's Sector Council Program, the Canadian Tourism Human Resource Council identified 50 industry-validated national occupational standards for the tourism sector in the areas of: accommodation; air and other transportation; food and beverage services; recreation and entertainment; and travel services.

In 2013, ESDC's Sectoral Council Programme was succeeded by the Sectoral Initiatives Programme (SIP), which addresses skills shortages through the development of sector-specific labour market information, national occupational standards and certification/accreditation regimes. Through SIP's funding, a 3-year SIP project was approved for the CTHRC to conduct a labour market information sector study to inform decision making by key labour market stakeholders and update three National Occupational Standards (NOS), certification programmes and workplace training resources for high volume tourism occupations, namely Line Cooks, Kitchen Helper and Food service Counter Attendant and Workplace Supervisor. The updated NOS and certification will be used by educational and industry partners to provide industry recognised competencies and credentials to students and workers in the tourism sector. In addition, CTHRC will develop and implement a standards-based accreditation process to ensure that tourism educational programmes met industry quality expectations.

Source: Human Resources and Skills Development Canada, www5.hrsdc.gc.ca/NOC, Employment and Social Development Canada

At European level, meanwhile, work is underway to identify and categorise skills, competencies, qualifications and occupations in a standardised, open format for the hospitality and tourism sector to address the gap between industry and academia and help professionalise the sector. Related to this work, and to help bring people with the right skills to the tourism sector, the European Commission has identified a detailed list of the specific skills and competences related to the main jobs and qualifications characterising three sub-sectors of the tourism industry, namely adventure, blue and cultural tourism, in order to improve and increase job matching at European level (Box 16).

Within these frameworks, the development of pathways between vocational and higher level training opens up new progression routes and promotes mobility. In Germany, for example, a range of education and training options are available in the travel agency and tour operator sector, combining classroom and work-based training. After successfully completing vocational training, it is possible to choose to go on to further vocational training or move into higher education training routes.

Establishing linkages between formal and informal training also creates new opportunities for skills development and career progression. Much training in the tourism sector takes place informally on-the-job, especially in SMEs, many of which are restricted in their ability to offer formal training. Recognition of Prior Learning (RPL) approaches formally recognise and value skills and knowledge gained outside of formal training structures. RPL approaches also provide pathways for people to access formal education

and qualification structures, including continuing education. However, while many countries have frameworks to recognise prior learning, in practice the take-up has been limited, particularly in respect of more informal work-based learning (OECD, 2014f).

Box 16. European Skills, Competencies, Qualifications and Occupations Framework

ESCO is the multilingual classification of European Skills, Competences, Qualifications and Occupations. It identifies and categorises skills, competences, qualifications and occupations relevant for the EU labour market and education and training, using standard terminology in 25 European languages. The system provides occupational profiles showing the relationships between occupations, skills, competences and qualifications. ESCO has been developed in a Linked open data format and therefore is available for use free of charge by everyone and can be accessed through the ESCO portal. The classification of ESCO gives jobseekers, employers and educators a common "language" so they can communicate better. ESCO is being developed by the European Commission, the European Centre for the Development of Vocational Training (CEDEFOP) supported by a team of stakeholders and external consultants. The ESCO classification will cover all economic activities categorised in 27 sectors. One of which is the Hospitality and Tourism. The Commission is finalising the content for the classification in this sector, which aims to improve communication channels between the labour market and education and training sector on qualifications, skills and competencies for the Hospitality and Tourism Activity, re-create a sense of professionalism in this activity and provide a better basis for a better value experience by visitors and consumers in the hospitality and tourism activity.

Source: European Commission, https://ec.europa.eu/esco/home

France operates a system of Professional Qualification Certificates (PQC), for example, which is a continuous professional development tool recognised by the sector actors. The PQC meets the needs of the industry while providing an opportunity to gain a certificate based on skills and knowledge acquired on the job i.e. RPL. This approach may be particularly beneficial for young people who left school without a qualification and provides an opportunity to re-enter the formal education system to pursue a qualification. The PQC is integrated into the National Directory of Professional Certification which helps to facilitate access to employment, human resources management and mobility.

Professional certification recognises the skills an individual has gained and provides information to the employer on the individual's competency to do a job. Certification is based on a structured system for acquiring skills and qualifications and is generally awarded following successful completion of formal training through a recognised education or training institution, whether for a 1-day training, short module or full qualification, or alternatively linked with work-based learning. Certification can act as a quality brand when well recognised and credible, providing status and enhancing the attractiveness of occupations in the sector. It also helps to valorise skills development, while the classification of skilled trades and adoption of occupational standards can increase awareness of viable career options.

One example is the Red Seal Program (www.red-seal.ca/), which is the standard of excellence in training and certification in the skilled trades in Canada. Through the Red Seal Program, the Canadian government works with the provinces, territories and industry partners to provide national standards that define the scope of the trade and what needs to be done to demonstrate competence in that trade. These standards are developed and validated by jurisdictions with input from industry. The programme recognises bakers and cooks as Red Seal trades.

Industry-led certification can also play a role, particularly for specific technical skills. Such certification may be more credible in the eyes of employers. In Slovenia, for example, the Education Centre of the Chamber of Craft and Small Business awards the title of Master Craftsman to individuals who demonstrate the appropriate standard of skills and competence. Successfully obtaining the title of Master Craftsman implies mastery and quality of products or services. It is a strong brand which boosts the holders' employment opportunities and provides a competitive edge for enterprises.

Career pathways and clusters, meanwhile, offer a useful way of bringing together employment agencies, careers advisors, education and training bodies and industrial consortia to construct road maps to training and employment for the low skilled. By linking up jobs into a coherent system, they help make the labour market more transparent which facilitates supply and demand matching, as well as providing a basis for adult careers advice and the co-ordination of local education and training (Froy and Giguère, 2010). Such approaches are important in a complex and fragmented labour market like tourism where employees move vertically and horizontally around a set of jobs.

In the United States, local and regional government agencies have increasingly adopted sectoral strategy approaches to economic development and a similar approach is surfacing in the workforce development field. The Department of Labor has identified 16 career clusters by classifying specific jobs and industries into similar categories based on the knowledge and skill required. Within each cluster are job, industry and occupation types known as pathways. The Hospitality and Tourism Career Cluster highlights pathways in four areas: i) lodging; ii) recreation, amusements and attractions; iii) restaurants and food and beverage services; and iv) travel and tourism (Box 17).

Box 17. Career pathways and cluster development in the United States

Career cluster approaches bring together broad groupings of occupations and industries based on commonalities – within each career cluster, there can be anywhere between two and seven career pathways. Career pathways, meanwhile are an articulation of knowledge, skills and competencies which connect education with work in an occupation. They enable low-skilled low-income workers to make connections to future goals, providing motivation for working harder and enrolling in a series of related courses. A national framework for career clusters is in place in the US since mid-1990s and uses an industrial and occupational approach, including a Hospitality and Tourism cluster. Within each cluster, the Department of Labor identifies the knowledge and skills needed for an occupation, as well as possible pathways.

One of the key issues in developing career pathway and cluster models is the difficulty in trying to meet the needs of individual employers and understanding larger foundational skills for individuals that are needed across occupations and industries. Any approach will need to balance legitimate skill needs of particular employers with a more broad integration of foundational skills into the training curriculum. In either case, partnerships with employers are important. Another issue is changes are needed in the private sector itself – training to increase skills in a career pathway or cluster may only be effective if employers reward the acquisition of skills through wage increases or other benefits – the investment in training needs to pay off for workers in the long run – the public sector's role needs to include working with employers within an industry or cluster to help redesign pathways within the workplace and to build in rewards for certificates, credentials and degrees.

Source: Hamilton (2012)

The identification of continuing labour and skills shortages in many countries at a time of high unemployment, particularly youth unemployment, raises issues as to the recognition of and value placed on employment in tourism and hospitality and how this might be enhanced. The structures outlined above can enhance skills recognition and improve job and skills matching, as well as help to highlight training and career opportunities and pathways in the sector. The industry also has an important role to play in the valorisation of tourism jobs and skills, which in turn is linked with retention, career development and attractiveness of employment in the sector.

Industry leadership, in partnership with policy and education

While public authorities fund and support initial and continuous training structures in many OECD countries, the industry is taking steps to promote and support training and career opportunities. Industry has an important leadership role to play in developing a well-trained workforce and retaining and using these skills to enhance productivity and support a competitive tourism sector, as well as taking steps to

address work conditions in the sector. It also has a role to play in recognising and rewarding skills and improving work conditions in order to attract and retain people in the sector.

Industry needs to be actively involved at all stages of the process, from guiding policy and programme development to implementation and delivery, to ensure that training programmes and policy interventions are appropriately aligned with and respond to industry needs, which are fast changing, continually evolving and increasingly complex. This will promote greater alignment between skills development and workplace requirements, leading to better skills-jobs matches and enhancing the work-readiness of trainees. It may in turn encourage greater recognition of the value of skills and training by industry and support the provision of continuing education opportunities.

Industry also has a role to play in facilitating workers to participate in training and to utilise their newly acquired skills and knowledge in the workplace; supporting workers in developing and building a career within the sector; and making the sector more attractive as a career option. This goes beyond raising awareness of the sector and the career opportunities available, to demand side adjustments to make the sector more competitive in the labour market and boost retention. Organising flexible work patterns, releasing workers from their duties, providing the necessary resources and encouraging workers to participate in training are some of the measures enterprises can take to enable employees to access training.

The World Travel and Tourism Council (WTTC, 2013) has highlighted concerns within the travel and tourism industry that companies are missing out on the best new talent due to negative perceptions of the career opportunities available. In response to reported recruitment and retention difficulties, WTTC recently conducted research to quantify the medium and long term skills gaps in the sector (Box 18). Other industry organisations are also working on human capital development issues at national and international level.

Box 18. Global travel and tourism talent trends and issues

New research by the World Travel and Tourism Council (WTTC) seeks to quantify the scale of the travel and tourism talent problem. The analysis by Oxford Economics indicates that without the right policies in place now, some countries are likely to have large gaps that will make it difficult, if not impossible, for them to fulfil their growth potential. It looks at the scale of "the talent deficit" in 46 countries, which combined account for 81% of travel and tourism employment and 88% of direct GDP respectively, and assesses how well placed these countries are to create an "enabling" environment to develop this talent. A combined ranking of the talent deficit and enabling environment highlights those countries where travel and tourism is most at risk from human capital issues over the next five to ten years and at what level of education attainment. The research also looks at which of the 46 countries have the right policy environments to support the growth of quality jobs.

According to WTTC, failure to address these talent challenges will cost the world economy significantly in employment and GDP terms. In 37 of the 46 countries, talent demand growth for travel and tourism jobs will be faster than the supply with acute deficits in 12 of the countries. Overall, these challenges are considerably greater than they are for the wider economies of these countries, the impact will be felt particularly strongly over the next five years compared to the next ten years, and the greatest pressures are likely to be on filling jobs at below high school level. The total impact of talent gaps and deficiencies, including indirect and induced impacts, could cost the global economy approximately 14 million jobs and nearly USD 610 billion in GDP (measured in 2013 prices and exchange rates). This is compared to baseline projected levels of supported economic activity in 2024.

Source: WTTC (2015), www.wttc.org

Large enterprises are providing leadership in the area of workforce development. International hotel chains like Accor, Hilton, InterContinental and Marriott, for example, have in-house training programmes and career structures, supported by broader human resource management arrangements including recruitment, retention and performance management (see also Box 6).

Hilton, for example, runs specially devised talent management programmes including a fast track management scheme for those wishing to become General Manager of a hotel. Since 2012, the Hilton Apprenticeship Academy also offers 12 month apprenticeships across a range of hospitality disciplines. Apprenticeships are fully funded including tuition fees and travel expenses, and participants receive a salary during the programme. Accor, meanwhile, partners with universities and other training institutes to develop programmes aligned with the skills needs in the industry. One result of this collaboration is the development of a programme for revenue managers.

In the car rental sector, Enterprise Rent-A-Car runs a management training programme for graduates and has a culture of promoting from within. The majority of employees start working for the company on this comprehensive business skills training programme, which covers customer service, marketing, finance and logistics through a combination of on-the-job and class-room based training.

SMEs do not have the capacity and resources to replicate the structures of large enterprises. However, it may be possible to learn from larger players in the sector or to adapt some practices for use in SMEs, either at enterprise level or through public-private support programmes. Large enterprises also interact with many SMEs in the tourism value chain and there may be mutual benefits from working closely on human resource issues (see Danish case study in Annex 3). In a sector composed of many different branches and dominated by SMEs which co-exist with a few large global players, the issue of skills is one which unites the sector and is a common concern.

Linked with the fragmented nature of the tourism sector, many industry initiatives are being driven by branch or sector-wide associations which have the power to influence policy and programme design. Industry associations provide critical mass and economies of scale not available to individual enterprises. Training programmes and supports available through such associations are also likely to have high credibility in the sector. Other industry initiatives involve more informal or ad hoc collaboration between small enterprises, with public authorities playing a supporting role. SMEs may need to be supported in articulating their skills needs, for example, as well as putting in place workforce development mechanisms and collaborating with training institutions and other enterprises.

In Germany, the German Hotel and Restaurant Association (DEHOGA) has developed a 10 point plan to secure a sufficient supply of skilled workers in the sector and operates a number of training initiatives at national and regional level. Under the European Social Fund programme “Keep Training” (*weiter bilden*), for example, DEHOGA associations in Berlin, Brandenburg, Mecklien-Western Pomerania and Hesse operate joint training programmes with the Food, Beverages and Catering Trade Union. At regional level, many DEHOGA associations have further education institutions of their own, as well as co-operating closely with training providers (Box 19). At federal level, DEHOGA funds the German Seminar for Tourism, which specialises in providing further education courses for SMEs which last for up to 6 days and are targeted at staff already working in the tourism sector. The German Travel Association also has a training initiative which aims to motivate companies to offer more vocational training places to young people and to invest more in continued training and enhancement of employee loyalty. It also targets young people to draw attention to training opportunities in the sector.

In the United Kingdom, the British Hospitality Association’s (BHA) “The Big Conversation” job creation drive is focused on promoting talent and skills leadership. With a pledge to create 300 000 jobs by 2020, the campaign involves a series of discussion-based events where industry leaders meet young people to learn about the challenges they face in finding work, apprenticeships and placements in the sector. The BHA is also challenging tourism and hospitality businesses to employ more young people and offer apprenticeships and work experience. Also in the United Kingdom, an alliance of employers, skills bodies, individuals and training providers is working together to respond to a change in immigration policy which has contributed to a shortage of Asian and Oriental cuisine chefs. In 2012, the Hospitality Guild launched

five pilot Centres of Excellence to recruit and train UK nationals. Following a positive evaluation of the pilot, these centres are being widened and activities to attract people to the industry have been launched.

Box 19. Action plan to secure the supply of skilled labour in tourism in Germany

The German Hotel and Restaurant Association, DEHOGA, has developed a 10 point plan outlining concrete measures to secure the supply of workers and skilled labour in the context of demographic change, which is a challenge for the hospitality industry. The 10 action points focus on:

1. Secure and improve quality of training so it is more attractive and competitive e.g. raise awareness of training, encourage regional networks with industry and training schools, develop a guide for instructors;
2. Present hospitality as an industry with an active recruitment approach e.g. establish networks of trainers, employers and employment agencies;
3. Use the Internet for recruitment and to provide up-to-date information e.g. tailored, region-specific easy to find content on website, emphasize training and career opportunities in social media activities
4. Promote career prospect and pathways e.g. raise awareness of the personal development opportunities through success stories and information on training options;
5. Reinforce offer for further training and value of lifelong learning e.g. professional certification, joint development of training adapted to labour market;
6. Promote equal opportunities and importance of women e.g. promote flexible work hours, publication portraying career paths of women
7. Harness potential of older employees e.g. work with firms to better understand potential and implications of more mixed aged employee profile;
8. Active use of freedom of movement e.g. deepen knowledge of work and residency permits when recruiting foreign workers;
9. Agreements on tariffs e.g. comprehensive, efficient, professional tariff agreements including salaries, training allowances and working time models;
10. Challenge action patterns to influence framework conditions e.g. labour market analysis, benchmark with other industries.

Demand-side adjustments can also support training and advancement, including changes in business practices and creation of incentives and rewards for learning and skills attainment. The training culture in the industry in particular needs to be strengthened so that workers and enterprises alike take advantage of available workforce development programmes and supports. Improving workforce planning and development through, for example, the introduction of performance management or professional development schemes based on career plans and incentivising businesses may encourage a more proactive training culture. Recognition and reward structures in the sector are also relevant to both attracting and retaining appropriate skilled workers in the sector.

In Denmark, companies are not very active in skills development despite the availability of a good system of low cost training courses, compensation for employees who participate and supports for businesses. In response, the Association for the Hotel, Restaurant and Tourism Industry (HORESTA) has taken the initiative to develop a stronger training culture in the sector by focusing on leadership development. In co-operation with universities and academies, the HORESTA Business School has developed approved leader courses focused on industry needs, which particularly target SMEs. HORESTA is also involved in a pilot initiative to create enthusiasm for providing good service to tourists in the Danish capital region. The New Innovative Customer Experiences (http://niceproject.dk/) project promotes tourism growth through business development and initiatives to raise the service levels. Partners include

the trade union 3F, the regional tourism organisation Wonderful Copenhagen, Roskilde University and the Copenhagen Business Academy, with funding from the Capital Region Growth.

In Australia, the industry is taking a sector-wide lead in responding to human capital challenges. One of the strategic focus areas of the Tourism, Travel and Hospitality Workforce Development Strategy 2014-2019 is labour supply, which aims to improve career development to encourage people to seek work and remain in the industry longer. Strategies include job sharing incentives to lessen the impact of seasonality, better articulation of career pathways, implementation of mentoring programmes, improved employment conditions and formal recognition of skills gained on-the-job (Box 20).

Box 20. Industry-led response to workforce development challenges in Australia

An industry-led *Tourism Travel and Hospitality Workforce Development Strategy 2014-2019* has been released with the support of the Skills Council seeking to support an appropriately skilled and able workforce, through the application of their expertise, to contribute to the growth and development of a sustainable, productive and profitable tourism, travel and hospitality industry. The strategy contains four key focus areas underpinned by actions:

- Labour supply: that businesses in the industry have access to appropriately-skilled people in the requisite numbers;
- Building capability: increasing productivity through improving skills, leadership and management;
- Quality Issues: measures to increase the quality of skills outcomes through improving the quality of delivery and assessment; and
- Need for data: the development of a strong evidence base to continue the workforce planning process.

This industry-led strategy released shows a clear line of site through to 2019 on the priorities and activities that will assist industry in addressing its workforce development challenges The strategy is complementary to the Tourism 2020 work programme. Through addressing these areas, the tourism, travel and hospitality industry will be more strongly equipped to achieve the targets for the employment of skilled people and will ensure that the industry continues its pattern of prolonged growth.

The Discover Your Career initiative, meanwhile, is an industry-led careers promotion campaign with a sustainable governance framework. Managed by the National Tourism Industry Alliance and operated through the Tourism and Hospitality Careers Council, the campaign seeks to change perceptions about careers in tourism and hospitality by targeting high school students, mature aged workers, indigenous workers and people from non-English speaking backgrounds, as well as current workers. It does this through a range of engagement strategies and resources, blogs, industry champions and the development of a series of promotional videos for TV (http://www.4me.net.au/categories/careers/works-tv). Membership of the Tourism and Hospitality Careers Council is by subscription, with members drawn from industry associations, major training providers (both public and private), providers of group training services to industry, academic institutions and major tourism and hospitality operators. Seed funding to deliver the campaign was provided under the national Tourism 2020 strategy.

Many businesses rely on short-term temporary workers, with training seen as a time and monetary cost. They are deterred by the more obvious costs of training, overlooking the return on investment in terms of know-how and turnover and as a means of retaining staff, enhancing product and service delivery and promoting and creating career pathways. This is compounded by workers moving on to work elsewhere in the tourism sector or in other sectors, or possibly poached by competitors in the sector. These factors, combined with the capacity and resource constraints faced by SMEs, frequently lead to market failure. This is compounded by the relatively low wages in the sector, which can make it difficult to attract and retain people with the appropriate skills.

A study in the United Kingdom indicates that the impact of skills gaps on business is recognised by 63% of employers. Half of employers report increased workload for other staff (50%) while almost a third

believe the skills gap makes it difficult to meet quality standards (32%) and a similar proportion state it increases operating costs (31%) – i.e. there is a real and tangible cost to business. This is a significant issue in a sector where quality and costs are important to profitability and productivity.

Demonstrating the added value training can bring to an enterprise can motivate and support investment in training and encourage the creation of workplaces that support skills acquisition and utilisation. To get a more accurate measure of the long term impact and return on investment in training, there is also a need to assess skills transfer and evaluate the utilisation of skills in the workplace, beyond validating satisfaction with training and verifying skills acquisition at the end of the programme.

The impact of low wage levels on labour supply in the sector is frequently cited. Higher wages can increase labour supply but will also have implications for the price and competitiveness of tourism goods and services. However, higher wages may also help to attract and retain people with the right skills and capable of efficiently delivering quality tourism services in the sector. In this instance, the sector needs to balance the trade-off of higher wages against any reduction in recruitment costs and improvement in service delivery. The sector also needs to look beyond wages at non-wage benefits and improvements to working conditions.

Addressing the skills mismatch and ensuring policy interventions are effectively targeted requires the involvement of relevant stakeholders from government (national, regional, local) and other public sector agencies, education and training institutions and the tourism industry. In many OECD countries, education and training in the sector is a shared responsibility by different arms and levels of government, and is provided at local level by a combination of public and private sector organisations, which can lead to a disconnect between supply and demand.

In the United Kingdom, a new partnership between the government and the tourism and hospitality sector is focusing on improving skills and increasing the quality and quantity of jobs available. The Tourism Council is an industry-led board of employers and leading players in the sector which is jointly chaired by the Minister for Sport and Tourism, the Minister of State for Skills and Enterprise and the President of Hilton Worldwide for Europe, Middle East and Africa. Three sub-groups have also been created focusing on communicating the value of tourism jobs and opportunities in the sector, supports for business and future skills needs. This reflects a wider move in the United Kingdom towards employer-led training through the Employer Ownership of Skills strategy, which aims to align investment in people with industry requirements and local economic need. Employers are encouraged to develop partnership models with businesses of all sizes, colleges and unions to improve training for new and current employees, with co-funding available from government to support this (see Box 9, 34).

In other countries also, industry is working in partnership with public authorities and education and training institutions to respond to skills and labour challenges (Box 21).

Bringing together government, education and industry can support more effective workforce development. A co-ordinated approach can better guide policy development and ensure programmes are effectively targeted and implemented, while industry also has an important role in creating a working environment which is supportive of skills development and career progression. This should be an ongoing collaborative partnership, in order to respond to the dynamic nature of the tourism sector. A local and integrated approach to skills can put economies on a path towards a high-skills equilibrium, stimulating innovation and productivity (OECD, 2013b).

Box 21. Partnership approaches to support effective workforce development

Canada: The Canadian Tourism Human Resource Council brings together tourism businesses, labour unions, associations, educators and governments to co-ordinate human resource development activities to support a globally competitive and sustainable Canadian tourism sector. It has four principal objectives: *i*) to increase investment in skills development to promote a quality workforce; *ii*) to promote a learning system that is informed of, and more responsive to, the needs of industry; *iii*) to reduce barriers to labour mobility, leading to a more efficient labour market and enhancing the ability to recruit and retain workers; and *iv*) to address human resource issues. Through its programmes and initiatives, the CTHRC works to provide the sector with relevant labour market information to build the most professional Canadian tourism work force possible. The CTHRC promotes the varied employment opportunities in the sector, provides resources to help individuals obtain necessary training and workplace experience, and provides national recognition for the skills, knowledge and experience individuals acquire.

Chile: The Bureau of Human Capital brings together employers, tourism professionals and higher education institutions. Created by the National Tourism Services in 2012, the Bureau has developed a Human Capital Programme with horizontal policies and programmes. The work of the Bureau has been informed by data on job search time, wages, reasons for dropping out, assessment of tourism training, amount of time working in the field, low investment and incentive in training, strengths and weaknesses of the students formation, job functions and other variables that are not directly related to career development.

Latvia: The Association for Hotels and Restaurants is working in co-operation with the Association of Travel Agents and Operators and the Rural Tourism Association on a training project for employees working in hotels, restaurants and related sectors. It is implemented as part of the Ministry of Economics' programme to support partnership approaches to employee training to promote competitiveness. The project aims to improve professional qualifications, knowledge and skill acquisition to respond to industry demands, supporting competitiveness and worker development. The number of partners involved in the project grew from 68 in November 2010 to 93 in October 2012. The Latvian Association of Hotels and Restaurants offers 212 training courses and around 800 people have been trained since the beginning of the project, two thirds of which are women.

Slovenia: An integrated partnership approach has been adopted to address skills gaps and improve job quality. As part of the Tourism Development Strategy 2012-2016, the Slovenian Tourism Administration, in partnership with the Chamber of Commerce, the National Institute for Vocational Education and Training and the Employment Service of Slovenia, organises workshops, seminars and media campaigns to support and promote vocational and entrepreneurial skills in tourism and hospitality related jobs. Through the Co-ordination Expert Working Group, the Slovenian Tourism Administration co-ordinates activities with the Ministry of Labour and Social Affairs and the main trade union representing workers in the hospitality and tourism sector.

Supporting small and medium sized enterprises

While the industry has an important role to play in skills development and career progression, the fragmented nature of the sector and small size of many tourism enterprises creates challenges (Table 2). SMEs are particularly vulnerable to economic fluctuations and face a range of practical difficulties which impact their ability to access available supports, including work demands, access to finance and geographic dispersion. Small and micro-enterprises in particular participate poorly in training and require public sector support to develop human capital, such as establishing customised training which works across different workplaces and facilitating other forms of knowledge sharing (Froy and Giguère, 2010).

Despite the importance of human capital in tourism and the considerable challenges faced in recruiting and retaining skilled employees, human resource management in the sector remains relatively weak, reinforcing the lack of training culture. Many SMEs lack the expertise, time and financial resources to make the most of the human resources available in the enterprise and plan for future skills needs. SMEs also lack the scale of larger organisations to put in place recruitment, training and progression structures and face constraints in accessing pathways to training and government supports. This results in ineffective recruitment, retention and advancement strategies, even where the value of skills development is recognised and enthusiasm exists.

Ensuring entrepreneurs and managers in SME have the skills and tools to effectively plan and manage available human resources can improve workforce and enterprise performance. It can also enhance the reputation of employers and jobs in the sector and help SMEs to better compete in the global tourism market. Many entrepreneurs and managers have no specific training or educational background in tourism and/or management and individuals who work their way up into a management position do not always receive appropriate training. Entrepreneurs and managers are also not always aware of their own position in the tourism industry and may fail to capitalise on opportunities as a result. Improving the professionalism of tourism enterprises is often cited as a critical priority for improving the competitiveness of the industry. However it is a major challenge for public authorities and others to reach out to these enterprises and improve their access to support, guidance and advice (European Commission, 2009).

Countries have programmes to improve human resource management and workforce development in SMEs, some of which are specific to tourism. These include skills development programmes to strengthen the leadership and management skills of entrepreneurs and managers, as well as programmes which support the better functioning of SMEs. These initiatives aim to build capacity and strengthen the viability and sustainability of tourism SMEs, which in turn may lead to improvements in the quality of jobs in these enterprises, for example by contributing to job security, and enable enterprises to start looking at the medium to long term business planning and adopt a more strategic approach to workforce development.

In Mexico, the Modernisation Quality Programme Certificate ("Distintivo M") is given to tourism service providers that incorporate effective tools and management practices to improve service quality, including developing business skills and improving employee performance. This professionalisation and modernisation programme is part of a broader programme to encourage entrepreneurship and improve the competitiveness of micro, small and medium tourism enterprises (Box 22).

General SME support programmes are also available to tourism enterprises. In Germany, for example, the Federal Employment Agency provides advice to SMEs on training and offers support with developing and implementing strategic solutions to meet the in-house need for skills. It also has a programme providing opportunities for low-skilled and older workers to up-skill and obtain a vocational qualification. Employers can receive a grant towards the employees' wages, if unable to work during the training, while funding support may also be provided directly to employees. These programmes are targeted at all SMEs and are not specific to tourism. They aim to improve strategic human resources planning and development and help SMEs to make the most of the potential of in-house staff so companies can remain competitive.

Other workforce development tools for SMEs can be accessed or adapted for use by tourism enterprises. In Belgium, for example, the Regional Training Centre has developed a strategic planning application which enables enterprises to connect the skills available in-house. Another SMEs tool which could be used in tourism is the EU funded transfer of innovation project "Training Planner in SMEs" (t-planner), which provides structured training support to SMEs and their staff. Developed in Iceland, training plans are created for an enterprise by an external human resources manager, resulting in more focused and relevant training for increased competitiveness. Overall, it aims to support career progression in SMEs.

There is also a need to promote entrepreneurship skills and support micro-entrepreneurs in particular to create self-employment opportunities, as these entrepreneurs may be the innovators and job creators of the future. A study in the United Kingdom shows that the visitor economy has one of the highest levels of business creation in both absolute and relative terms. Enterprise is one of the main drivers of productivity and economic growth and is a government priority, due to the strong entrepreneurial activity in the sector and limited barriers to entry, especially for SMEs (VisitBritain, 2010).

Box 22. "Moderniza" programme to improve SMEs competitiveness in Mexico

The Ministry of Tourism in Mexico has developed a programme to help improve the competitiveness of micro, small and medium tourism enterprises (MSMEs). One element is a training initiative to provide tourism MSMEs with the tools to improve business performance and financial results, increase customer satisfaction and enhance employee performance. The focus is on improving business competitiveness to provide quality tourism services and encourage a culture of continuous improvement. Based on modern leadership and management approaches, the Modernisation Quality Programme "Distintivo M" helps MSMEs to incorporate effective tools and modern management practices in their day-to-day business operations. Companies which successfully implement the programme are awarded the "M" certificate by the Ministry of Tourism, endorsing their use of best practice. A study measuring the impact of the programme showed that after training SMEs recorded a 42% increase in customer satisfaction, 32% increase in productivity and 25% increase in sales. Of the SMEs certified, 64% were micro-and 29% small enterprises; while 44% were restaurants, 26% hotels and 11% travel agencies.

In 2012 the Mexican Tourism Ministry, through the Fund for Tourism Research, Development and Tech Innovation, conducted a study on human capital focused on competence-based qualifications of workers in the tourism industry. The study contrasted the demand for workers with the supply of tourism graduates from different educational levels. This study shows that tourism study programmes in the country are properly aligned with the productive sector's demand, however new mechanisms must be developed in order for students to actually reach the expected competencies which are required by the industry.

Source: SECTUR www.sectur.gob.mx

OECD (2014g) analysis confirms the importance of start-ups and young firms for job creation throughout the business cycle, with data indicating the positive contribution these enterprises made to net employment growth during the crisis. The ability of these firms to survive and thrive over the longer-term has implications for the durability and quality of the jobs created.

Starting up a tourism enterprise and becoming self-employed is a realistic career development option in tourism (Table A.2, Annex 4). In most cases, the barriers to entry into the sector are low. Being self-employed and operating a tourism enterprise can also be an attractive option from a lifestyle point of view. The creation of an enterprise may follow a period of successful professional experience in the tourism sector. In other cases, entrepreneurs may be new to the tourism sector, but bring experience from other sectors. Similarly, managers may have worked their way up the ladder in tourism, or moved into tourism from another sector. In each case, the skills development needs will vary. Supporting business creation and building the capacity of entrepreneurs and managers can promote successful entrepreneurship and complement other SME programmes. Networks which bring SMEs together to exchange knowledge and share experiences also stimulate skills development and support workplace training opportunities.

In Portugal, a training programme has been developed to promote and support entrepreneurship in the tourism sector in order to stimulate the development of local product chains. Instruments are also available which provide wider supports to SMEs, beyond human resource issues (Box 23).

In Finland, the development of an Experience Lab model supports skills development and promotes innovation in tourism SMEs by facilitating knowledge transfer and building entrepreneurial capacity. The Experience Labs make use of each participant's expertise and lab members thus benefit from each other's experiences and learnings through organised sharing sessions. This model complements the variety of tourism related programmes available at all levels of formal education to support lifelong learning. Regular seminars, modular and web-based training and programmes supporting knowledge transfer between companies, regions and research centres are also available to keep employees and entrepreneurs up-to-date (Box 24).

Box 23. Training Entrepreneurship Tourism programme in Portugal

Turismo de Portugal, together with the Ministry of Education, Institute of Employment and Vocational Education and the National Qualification's Agency, provides tourism training to new entrants and industry professionals seeking to enhance and certify their skills. Turismo de Portugal operates a national network of 12 Hotel and Tourism Schools, which have recently undergone a process of modernisation in terms infrastructure, equipment, management teams and training offer. The schools offer specialised technical courses suitable for young people seeking professional alternative to higher education, which have been designed to develop highly skilled resources and respond to the current demands of the labour market; dual certification courses aimed at young people seeking professional and educational training through training practice, aspiring to finish school and simultaneously obtain a professional qualification; and on-the-job training which focuses on the concrete knowledge of business reality and the functional and operational requirements of the profession that the students are about to embrace. They also build training plans tailored to the specific needs of groups of workers and/or companies in the sector (restaurant, hotel, travel agency or other touristic companies) as well as offer specialised professional training programmes Welcoming China and Welcome by Taxi.

Turismo de Portugal has also developed a training programme - Training Entrepreneurship Tourism - to encourage economic activity at local level to support regional development. The programme includes the following measures:

- Develop a training plan in the area of Entrepreneurship, aimed at the creation of regional basis products;
- Guide the training plan to the unemployed in the tourism sector or other sectors of activity (professional training for tourism);
- Enhance regional products and assist in its distribution, marketing and consumption
- Facilitate obtaining future employment by improving soft skills in areas such as languages, attitude and behavior, stimulating business, entrepreneurship

In this field, Turismo de Portugal has organised conferences on "Tourism Entrepreneurship: Create Your Business", aiming to increase business opportunities, providing participants with useful knowledge on financing instruments, licensing and regulation legislation, among others skills. There were around 1 000 participants in these events. Lack of financing and access to credit as well as increased taxes and other costs are currently a major challenge for tourism SMEs. Turismo de Portugal manages a set of financing programmes focused on financial consolidation. It also recently signed a protocol with Business Angels which is especially designed for young entrepreneurs.

Box 24. Experience Labs to promote entrepreneur learning and innovation in Finland

Experience Labs are an adaptation of the living lab model for the specific research, development and innovation needs of the tourism and experience management sector, where innovations are co-created with real users, i.e. tourists in real life environments. Developed as part of the Centre for Expertise programme, the Tourism and Experience Management competence cluster acted as a facilitator for the Experience Labs process, collecting together interested but often competing actors, including SMEs, research centres, tourism developers and financial bodies to work together for growth, innovation and renewal. The Experience Labs make use of each other's special expertise, and thus benefit from each other's results through organised sharing sessions. Each lab is able to utilise the training, research, forecasting and other activities provided by the cluster. Lab members actively participate and utilise the research, seminars and e-learning resources available. They thereby influence the action planning and strategic priorities of the cluster as a whole. Each lab tailors the model and project to suit their specific needs.

The challenge in many destinations is that every service provider acts alone. To work towards a better, holistic experience for tourists, a tailored 5 step process and tools have been developed which allow the Experience Lab network to work on: defining a common goal; joint branding and co-marketing; increasing consumer understanding; developing new service concepts; and marketing through latest channels to the global tourism market. Concentrating on tourist centres and theme-based services supports the national tourism strategy target setting of Finland. So far there have been active Experience Labs around Christmas, Sauna, Lakeland Saimaa, Film Tourism, Himos and Saariselkä resorts, Jyväskylä, Nuuksio natura-park area as well as a Cross-Border Shopping Experience Lab. Approximately 500 organisations have contributed to these labs. The fixed-term Centre of Expertise programme ended in 2013, 10 years after it was established to develop viable regional networks. The Experience Labs are still running, with new actors including regional development companies and regional tourist organisations acting as lab co-ordinators.

Tourism business lab or incubator models are also used elsewhere. In France, for example, the Welcome City Lab established by the city of Paris offers support, access to finance and work space for innovative tourism business start-ups. In Israel, government supported regional tourism business incubators provide mentoring and access to expert advice to more than 600 rural tourism projects annually, along with professional training and financial support. In Slovenia, meanwhile, the agency for the Promotion of Entrepreneurship, Innovation, Development, Investment and Tourism (SPIRIT) provides locally available support to promote entrepreneurship. This includes incubator services to support entrepreneurial ideas and innovative companies. Together with the Ministry of Economic Development and Technology, SPIRIT operates an entrepreneurial skills programme to promote creativity, entrepreneurship and innovation among young people.

The ILO, meanwhile, has developed a Start and Improve Your Business (SIYB) programme, which is a management-training programme with a focus on starting and improving small businesses as a strategy for creating more and better employment in emerging economies. This programme has been customised for use in various sectors including tourism. It is used in the context of the ILO toolkit on poverty reduction through tourism, which is oriented towards SMEs and local communities in rural areas and includes case studies, training sessions and best practices. The toolkit aims to assist developing countries to create a sustainable tourism industry and businesses based on decent employment (Box 25).

Box 25. ILO "Start and Improve Your Business" Programme

"Start and Improve Your Business" (SIYB) consists of a 5-day management training programme and support materials for small-scale entrepreneurs to start and grow their business. It aims to enhance the viability of SMEs through sound management principles. At the core of the programme is a range of training packages and instruments with integrated components for counselling, networking, promotion of service institutions, and policy dialogue. SIYB employs four toolkits, each adapted and translated to specific country needs: namely generating your business idea and starting, improving and expanding your business.

Available in more than 40 languages and introduced in more than 100 countries, it is a highly adaptable methodology, offering a range of tailored tools. Adapted for use in the tourism sector, the tourism programme helps entrepreneurs gain a basic understanding of how to set up a tourism-related business. It covers a range of topics from: how to research and develop a business idea; do some initial costing; along with information on the tourism industry and the necessary licences and accreditations. SIYB has been adapted for distance learning, enabling people in remote areas to participate. With an estimated outreach of 4.5 million trainees and a growing network of more than 17 000 trainers, 200 master trainers and 2 500 partner institutions, SIYB is one of the biggest global management training systems used for the support of micro and small enterprises currently on the market. This has resulted in creating over 500 000 new businesses with over 2.7 million jobs created within 15 years.

Source: ILO (2010, 2013c) www.ilo.org

Local and regional approaches

The regional and local dimensions of tourism employment are important, with implications for skills development and career progression. Tourism can be a driver of local and regional development, as many tourism jobs are destination-based. However, the nature of tourism and the labour market differ across regions, as do the skills needs and ability to access skills development opportunities. SMEs and workers can be dispersed around destinations, sometimes over a large area. Access to training in peripheral regions is a practical challenge, due to the lack of critical mass for training provision, while physical constraints, distance from training delivery locations and additional time and cost involved in travelling can limit participation.

The labour market profile and make-up of the local economy differs by region. Tourism competes with other sectors to attract and retain workers. The availability of alternative employment prospects, the opportunity

to move into another sector and the relative attractiveness of tourism employment can vary by region. A further issue is the availability of skills and mismatches with employment opportunities in the local labour market. Labour mobility can be important in addressing these challenges, but lack of mobility of workers between regions is an issue in some countries. The availability of career opportunities is also an issue.

The tourism profile in a destination also has implications for the nature of tourism jobs, skills needs and advancement opportunities. Destinations with a strong meetings, incentives, conference and events or niche tourism offer, for example, will differ from ski resorts or traditional "sun and sand" destinations. Regional issues are even more pronounced in highly seasonal destinations.

Skills development and career progression concerns therefore vary across destinations, pointing to the need to take account of destination characteristics and develop localised solutions. There is strong variation between local economies in terms of business base, the skills level of the workforce, resources and assets, requiring a local response (Froy and Giguère, 2010).

The OECD Job Creation and Local Economic Development report (2014e) notes that local areas may benefit from place-based initiatives to promote sectors where they have comparative advantage and which have strong growth potential. Local level actors also need to be equipped with the right tools and resources to develop strategies tailored to local conditions. Partnerships and governance networks can be used to better connect the diverse range of local level actors to leverage their resources, expertise, and knowledge to develop place-based responses. Such partnership approaches are being used across the OECD and require a degree of local flexibility in the implementation of national policies to be successful. Co-ordination and alignment with national and local level programmes and delivery is also important.

In Australia, Tourism Employment Plans (TEPs) deliver targeted and practical measures to address recruitment, retention and skills development and respond to issues around seasonality and labour mobility. In excess of 120 strategies have been developed to date for pilot regions, many of these localised. A legacy of the pilot programme is the development of a TEP Guide and Advisory service and a Workforce Development Guide. These Guides provide practical step by step support for regions and SMEs with workforce planning at the firm and regional level (Annex 1). A key initiative of the TEPs is the development of labour sharing arrangements between businesses to share workers and as a result offer them greater stability of employment, experience and education. In one of the "hot spot" regions, Kangaroo Island, many tourism businesses are already utilising job sharing arrangements, both across tourism businesses and other sectors such as agriculture. This is achieved in a way which suits the seasonal employment needs of all businesses.

Co-operative approaches which bring SMEs together with other enterprises in a local area, from tourism or other sectors, may offer new ways of supporting job quality, skills development and career progression. Such approaches could include the provision of group training provision for enterprises in regional areas, internships in other businesses, work placement exchanges or labour sharing arrangements between enterprises, local training frameworks and the consolidation of training initiatives in business clusters.

The OECD underlines the importance of networking among firms to encourage knowledge sharing, develop workplace training opportunities and stimulate skills development. Employers are asking for a more active role in designing and delivering training programmes to ensure that programmes provide the skills they need in their workforce, and this applies to SMEs in particular. Some OECD countries are investing in improved networking between firms in the same and different sectors, to share knowledge and innovation and help build more dense social capital networks (OECD, 2014e).

In Austria, there are a number of examples of enterprises co-operating at local and regional level to support skills development. In Lower Austria, for example, three enterprises have come together to provide

training (Herz-Kreislauf Groß-Gerungs, Moorbad Harbach and Lebens Resort Ottenschlag), while collaborative initiatives also operate in other regions. These initiatives have emerged in a bottom-up fashion and are complemented by the network of tourism schools which are located throughout the country, while many of the tourism specific education and training initiatives of the Economic Chamber and Chamber of Labour/Unions are organised at local level (Box 26).

The provision of education and training by partners based within the local area means that such programmes can cater to regionally identified needs. In France, for example, public schools pool their equipment and personnel to build a range of training adapted to the local economy and organise continuous training for tourism and other trade professionals. In Slovenia, meanwhile, a number of Business Education Centres have been established where enterprises and educational institutions from the same region participate, including tourism and hospitality.

Box 26. Local co-operation for training and skills development in Austria

In Eastern-Styria, tourism enterprises have come together to find a new way to face the challenge of attracting skilled employees. Co-operation between enterprises, tourism organisations, unions and the chamber of commerce has led to the foundation of a Qualification Agency (http://www.qualifizierungsagentur.at/) for tourism in the region. This agency focuses on human resource development issues in tourism to support the enterprises in various fields. Activities range from job orientation in schools to training for employees, job placement services and second-chance training for career changers, as well as co-operation with enterprises and vocational schools on specific themes.

An "Excellent Apprenticeship Companies in Tourism" network has also been established. This initiative started with 10 enterprises and 70 apprentices. Based on a broad list of quality criteria, the enterprises agreed on high level education with additional activities and benefits for the apprentices and instructors and in the area of internal organisation and recruiting. There is a strong focus on accompanying apprentices from the application to the end of the apprenticeship and even further. Just think for example of former apprentices who come back in the region from seasonal work a few years later as skilled and experienced employees. The initiative has been positively received by all stakeholders, with benefits including:

- Success in attracting the attention of young people on potential jobs and careers in the sector, which can be difficult for individual SMEs to achieve.
- If one member enterprise currently has no capacity for an apprentice, the application is forwarded to the other members, leading to a win-win solution and retaining talent in the sector and in the region.
- While basic training is efficiently provided by each individual enterprise, more specialised training can be costly and difficult for individual SMEs to provide. Co-operating with other enterprises in the area means this training can be provided more efficiently and cost effectively.
- Enterprises also benefit from opportunities to regularly exchange and share good practice examples in partner-enterprises.

Comparable institutions operate in other regions and have realised similar benefits, such as the "Apprenticeship Academy" in Großarl/Salzburg.

In Denmark, the Experiences Academy has developed a destination-based approach, offering continuing education and tailor-made training in the region of Southern Denmark. Funded by the Growth Forum for Southern Denmark and the European Social Fund, the training services are developed in collaboration with one or more tourism destinations, trade organisations and large and small tourism businesses, in co-operation with education institutions, to ensure the programmes meet industry requirements. The Academy has focused on professionalising the tourism value chain, with courses and training programmes at different levels, as well as mapping business competences. The project has facilitated communication between small and micro-enterprises and educational institutions and

programmes have targeted different branches of the tourism sector, while a thematic angle has also proven successful, for example destination development learning programmes and leadership education (Annex 3).

In Europe, the Seasonal Work for You initiative provides an interesting example of co-ordinating employment opportunities in regional destinations with different seasons to support greater continuity of employment for workers and address the labour and skills shortages faced by employers. This ad hoc initiative operates within the European Employment Network. The focus is on matching workers with seasonal jobs in the tourism sector in different countries. Denmark, France, the Netherlands and Norway currently participate but potential exists to extend this initiative to include other countries in the network (Box 27).

Box 27. Seasonal Work For You initiative in Europe

EURES - European Employment Services - is a network designed to facilitate the free movement of workers within the European Economic Area; Switzerland is also involved. Co-ordinated by the European Commission, network partners include public employment services, trade union and employers' organisations. The main objectives of EURES are to: inform, guide and provide advice to potentially mobile workers on job opportunities as well as living and working conditions; to assist employers wishing to recruit workers from other countries; and to provide advice and guidance to workers and employers in cross-border regions.

In Spring 2010, a number of EURES offices formed a small working group. The group brings together EURES advisers from the Netherlands, France, Norway and Denmark, with other countries participating on an ad hoc basis. The aim is to make it possible for jobseekers to benefit from the different timing of tourist seasons in the different countries, and make employers aware of the possibilities to promote the jobs through the EURES database. It is important the job descriptions are as good as possible, underlining the skills and competences needed and providing a realistic picture of the job to achieve the best skills/job matches. The focus varies depending on the country – in France and Norway, for example, there is a strong focus on the hotel and restaurant sectors in strongly seasonal summer and winter ski destinations. The focus is not just on tourism but also other seasonal sectors such as agriculture.

Source: European Commission, www.ec.europa.eu/eures/, EURES Denmark, www.eures.dk

The development of local training frameworks may also be beneficial. The regional development of competence platforms in Sweden, which is a general labour market initiative, is a model which could be used by tourism. To improve skills matching, the actors responsible for regional growth were tasked with developing competence platforms for the regional labour market. These competence platforms aim to bring together stakeholders including employers, educational institutions and government agencies. The purpose is to increase knowledge of the supply and demand for education and to increase collaboration between actors on skills issues. Results so far show that educational authorities and employers work together more systematically and courses offered are better suited to regional labour market needs.

Promoting training and career opportunities

Training and career progression are interlinked, as skills are key in opening up new career opportunities and pathways. Tourism jobs are frequently characterised as low-skilled, with limited opportunity for development. However, it is also a sector where with the right supports, those with low-skills can gain valuable experience and move up the ladder to higher-skilled roles. As tourism develops, the range of career opportunities and pathways is also expanding. However, career progression is influenced by availability of development opportunities and existence of a supportive training culture, management skills and work conditions.

Given the small scale of many tourism enterprises, the opportunities for internal progression is limited. Building a career in tourism is likely to involve side-ways and non-linear routes, with people moving to different enterprises, branches and other sectors to gain experience, at home or abroad. The skills people develop can be used to build a career in tourism or other sectors. The challenge for the

tourism industry is not only convincing people that there is a future for them in the industry, but also backing up promises with concrete opportunities (Weaver, 2009).

Awareness of education and training opportunities, along with the career paths these can open up and how they align with current and future skills needs, is important for both employees and employers. However, the career opportunities in the sector, and how these intersect with skills development programmes and pathways, are not always clear. In a recent survey in the United Kingdom, 57% of employers indicated they would increase training if they were more aware of the opportunities available. Furthermore, availability of education and training opportunities is not sufficient - awareness, suitability and take-up also matter. Designing and promoting skills and career pathways can support this.

Highlighting the opportunity to cultivate technical and transferable skills and promoting the diverse career paths possible in the sector can contribute to improving the attractiveness as tourism as a sector in which to start or build a career. Structural and demand-side challenges impact the image of the sector as a place to work. Policy interventions and industry actions are needed to help to make tourism a more attractive and rewarding career choice and develop longer, more attractive career paths in the sector, with closer alignment between training and education and the industry.

Promotional campaigns can raise awareness of the opportunities and influence perceptions of tourism work. They can help to address (mis)representations of employment in the sector and encourage a broader, more realistic view of the different types of roles a career in tourism offers. Policy and industry initiatives have focused on promoting and communicating the job opportunities offered by the sector to raise the profile and improve the image of tourism careers. An important starting point is to make young people in second-level education, along with their parents, careers advisors and other “influencers”, aware of the opportunities and show that there are good jobs in the sector. This is particularly relevant for young people who do not finish school or do not go on to third-level education, as a post-secondary education is not always a requirement for employment in the sector. Attention also needs to be paid to those working in the sector. These efforts can be supported by actions to streamline training opportunities and put in place structures and systems outlined previously.

In New Zealand, a recent report by the Tourism Industry Association recommends repositioning the tourism industry to build the profile and elevate the status of the sector, along with implementing some best practice promotional and recruitment strategies. Proposed actions include the creation of a dedicated careers portal and a promotional campaign for the sector. The government is also reviewing the careers information system to help young learners make better career choices. Tourism will also benefit from new streamlined information published to guide learners towards vocational pathways.

In Canada, Employment and Social Development Canada’s Job Bank and Working in Canada websites help to connect Canadians with available jobs by providing information on employment opportunities throughout the country. Working in Canada offers free occupational and career information such as current job opportunities, educational requirements and programmes, main duties and wages, current employment trends and outlook. The site can help people who are looking for information related to tourism occupations search for work, make career decisions and see what jobs will be in demand. It combines information from over 30 federal, provincial, territorial and private sector sources. Working in Canada also has a YouTube channel featuring playlists of 20 videos which profile different types of tourism-related jobs in Canada.

In the Netherlands, the Career in the Catering Industry campaign aims to recruit and retain workers in the sector. The Foundation for Education in the Catering Industry gives career advice and information to the target group of 30-50 year olds. Information on employment conditions, education and training opportunities and career issues is provided by a website to current and future employees in the travel

industry (www.reiswerk.nl). Similar jobs portals are available in other countries, such as the Hospitality Guild in the United Kingdom, which also maps job clusters and career pathways (http://www.hospitalityguild.co.uk/A-Career-in-Hospitality/Career-Map).

Raising awareness and providing information on the nature of tourism jobs and opportunities offered by the sector can go some way to raising the profile of tourism as a valid and attractive career option. Many such initiatives currently focus on attracting people into the sector. Providing advice and guidance on training and career options to people working in the sector may help to retain and develop talent, as can frameworks which clearly map possible progression routes. As jobs in the sector evolve and the opportunities expand, choices are becoming harder making career guidance both more important and more demanding. Career guidance and access to good quality information about career options, the skills needed to be successful in the workplace and the different education pathways and where they lead can support long term career development (OECD, 2013b).

In Australia, the National Tourism Alliance was provided with seed funding under the national Tourism 2020 strategy to deliver a targeted ongoing careers promotion campaign, "Discover Your Career". Businesses are provided with a free toolkit to enhance their ability to market the various career pathways the industry has to offer. Importantly, this is an industry-led initiative with a sustainable governance framework (Box 20).

This initiative is a direct response to an extensive review of the Australian tourism labour market, which concluded that there are strong returns from developing and supporting structured career paths in those areas where they can be created and there is scope for occupations to be a career rather than merely a job. However, the review found that the creation of structured career pathways ranked last among business responses as a strategy they were pursuing, indicating a disconnect between perceived source of retention issues and businesses' response. The tourism labour market review found that a perceived lack of career development ranked as the most significant contributor to employee turnover in the sector in Australia.

Awards programmes are also used to profile good workforce development and employer practices and may help to improve the image of employment in the sector. These awards programmes may be tourism specific, such as the Hungary Tourism Quality Award which among other things encourages quality employment, or the Australian Tourism Awards which are an industry initiative to promote and support business planning and raise the standards of professionalism in the sector by rewarding and promoting best practice and continuous improvement. Other awards programmes are general schemes open to all sectors, such as the Golden Thread Employer of the Year Award in Slovenia, which identifies and promotes good employment practices in enterprises of different sizes.

Providing information and guidance helps people to see what training and career opportunities are available and suitable. The next step is to find ways to best match the skills and people with the right jobs. Putting in place the skills, competency, qualification and occupational frameworks discussed in the first section of this chapter can help employees and employers to identify skills and career pathways and can also contribute to jobs-skills matching. Job search and candidate matching mechanisms are also being used by governments and industry to put the right people in the right jobs and support mobility.

At branch level, the hospitality industry in Australia is working closely with registered training organisations to match the right candidates and training pathways to the right restaurants. Restaurant and Catering Australia's Skills Pathways Project was developed to increase the quality of applicants, as well as up-skill chefs and supervisors. Enterprises can upload job vacancies through the Discover Hospitality website to an industry apprentice and jobs search tool. A free, convenient and secure online Skills Passport allows all users to house their career qualifications and references in one simple place, making managing training and job applications easier.

At regional level, a similar initiative has been introduced in Wallonia in Belgium, where an electronic portfolio catalogues and organises a person's career information including initial and continuing education, qualifications, certificates and professional experience throughout their career. The electronic portfolio helps to better communicate information about professional competence and experience and can help improve skills and job matches as well as support career development.

At European level, the European Skills Passport is an electronic portfolio which gives a comprehensive picture of an individual's skills and qualifications. Combined with an online curriculum vitae, the Skills Passport aims to promote mobility and improve skills and job matching within the European Union by making skills and qualifications clearly and easily understood across European countries. Launched in 2014, the Hospitality Skills Passport is an initiative of the European Commission in association with HOTREC, the umbrella association representing hotels, restaurants, cafés and similar establishments in Europe and EFFAT, the European Federation of Trade Unions in the Food, Agriculture and Tourism Sectors (Box 28).

Box 28. European Skills Passport and Europass Framework

Developed by the European Commission in partnership with CEDEFOP, the European Centre for the Development of Vocational Training, and launched in December 2012, the European Skills Passport is an online folder where people can upload information testifying to the acquisition of various skills and qualifications to complete their Europass CV. The aim of the European Skills Passport, and the wider Europass framework, is to provide EU citizens with the opportunity to give a transparent, coherent and documented overview of those skills and qualifications across Europe. Doing so should boost the chances for job seekers to find employment or training and for employers to find a qualified workforce. It also helps to foster a flexible, lifelong approach to learning and eases transitions between learning and the labour market. The added value of the European Skills Passport lies in improved clarity and readability of the Europass framework, which is made up of five documents, three of which are issued by education and training authorities:

- Europass CV, which clearly and effectively presenting skills and qualifications
- Language Passport, which is a self-assessment tool for language skills and qualifications
- Europass mobility, which records the knowledge and skills acquired in another European country
- Certificate supplement, which describes the knowledge and skills acquired by holders of vocational education and training certifications
- Diploma supplement, which describes the knowledge and skills acquired by holders of higher education degrees.

Individuals can create their European Skills Passport online and use it to gather documents such as Language passport, Certificate supplement, copies of degrees or certificates, attestations of employment, etc. Individuals can then upload updates, remove or add documents, as well as create a Europass CV to attach to their Passport.

Sources: European Commission, www.europass.cedefop.europa.eu

Quality employment entails a certain mobility so people can develop, progress and build on their experience within the tourism sector and elsewhere to move into better jobs. Mobility also plays a role in skills and job matching and addressing supply and demand mismatches, particularly for strongly seasonal destinations. Improving mobility within and between regions can help to address the mismatch between labour supply and demand at destination level. International mobility is also important, as international experience is valuable in the sector, highlighting the issue of international recognition of skills and qualifications.

As tourism is composed of a number of different branches or industries, which may require specific training, this limits opportunities to move within the sector. But this fragmentation can also mean that people do not initially look at opportunities in other branches of the sector when considering their next career move. Strengthening mobility between the different branches of the sector may in turn strengthen the linkages through the value chain, due to better knowledge of the up- and downstream industries. Up-skilling and promoting opportunities through the tourism value chain can support retention and development, while professionalising the value chain can build capacity to deliver quality tourism services and support growth and competitiveness.

Flexible work-based approaches to skills development

Building a strong and capable tourism workforce is essential in order to respond to tourism trends and compete in a rapidly evolving tourism market. This requires practically relevant, easily accessible (both physically and temporally) and flexible skills development opportunities, which are adapted to the needs of workers and employers. Structured yet flexible approaches can contribute to professionalising the tourism workforce, creating a more user-friendly system which can also take account of informal, on-the-job training.

OECD analysis indicates that skills development is far more effective when the world of work and learning are integrated. One of the best ways of ensuring that training meets the needs of the workplace is to make the fullest use of the workplace as a powerful learning environment and to find effective mechanisms to link employer interest to the mix of training provision. The development of high-level workplace skills, where work-based learning plays a leading role, is one of the central challenges both for competitive enterprises and collectively for a modern productive economy (OECD, 2014f).

Bringing learning and the workplace together in the design and delivery of skills development programmes so trainees “learn by doing” has a number of advantages. Combining theory and practice can boost learning and enhance the “work-readiness” of trainees. Training can be more closely aligned with industry need and better respond to the latest trends, developments and changing skills needs in the sector. It can also increase the relevance of programme content and improve skills and job matching. Indeed, employer provision of workplace training should itself provide a signal that a programme is of labour market value (OECD, 2013b).

Such approaches are highly relevant, allowing trainees to acquire up-to-date practical skills with trainers familiar with the most recent working methods and technologies, as well as developing key soft skills in a real world environment (OECD, 2013b). There is a strong argument for incorporating some level of on-the-job training in all programmes for skilled trades in particular. Investing in flexible training systems where people can learn more specialist skills throughout their working lives can respond to changing skills demands, producing greater adaptability (Froy and Giguère, 2010).

Work-based learning encompasses a diversity of formal and informal arrangements, including apprenticeships, informal learning on-the-job, work placements that form part of formal vocational qualifications and internships of various types. While such approaches are not without their challenges, managed effectively, it delivers very clear benefits for all participants and contributes to better labour market and economic outcomes (OECD, 2014f).

Apprenticeships and on-the-job training

Apprenticeships are a common work-based learning approach, particularly in the hospitality sector. Apprenticeships generally consist of a combination of classroom-based learning complemented by practical, work-based training. This enables apprentices to acquire the necessary knowledge and skills in a real-life work setting, so they are more prepared or “work-ready”. Such programmes can work for large

and small enterprises, as well as for individuals. A number of countries, including Austria, Germany and Switzerland, have well developed apprenticeship systems.

While apprenticeships generally target new entrants, they can also be used to up-skill those working in the sector. This approach is being used in the United Kingdom to support career advancement. The Higher Apprenticeship in Hospitality Management has been developed to bridge the gap between supervisory skills gained in an apprentice's early career and the strategic management skills required to work at a more senior level. It provides learners with a clear career path into more senior levels, and the new framework will deliver practical but rigorous training that has been designed specifically for the hospitality industry.

Other on-the-job training approaches can also be effective, including: mentoring, coaching, job-shadowing, buddy systems, job-rotation, work exchanges, internships and placements in other firms and/or industries. The appropriateness and effectiveness of these approaches will depend on type of skills and nature of the role. Mentoring and coaching, for example, can be particularly beneficial in supporting individuals moving into supervisory or management roles and to improve management skills. Mentoring can be provided by experienced individuals working in the enterprise, or by external experts.

In New Zealand, for example, tourism businesses can take advantage of the mentoring programme offered by Business Mentors New Zealand, which is the leading business mentoring service provider to the SME sector. This service is part-funded by the government. Similar programmes are available in other countries. Job-shadowing and buddy systems, meanwhile, can be effective for people who are doing similar work where one is more experienced and can support the other, for example in front-line service positions.

Work exchanges involve employees switching jobs for a short period of time, while internships and work placements can involve trainees spending time working in another tourism business or industry. Participating in such initiatives can also help trainees to get a better idea of other opportunities available in the sector or areas they would be interested in working in the future. In Belgium, a professional simulation programme enables people interested in working in a particular sector or area, such as tourism, to participate in a job placement with an enterprise of their choice for a short period.

Work-based solutions can be particularly effective for SMEs, responding to some of the practical difficulties they face in terms of releasing employees from work duties or tailoring training to the specific needs of the business, for example. Larger companies however have greater capacity to enable employees to spend time working in another section of the business to support their professional development. A front-desk employee working in an international hotel chain, for example, could spend time working in the operations department, or at the front-desk in another hotel in the chain, or in another country. They are also more likely to have the expertise and capacity in-house to support on-the-job approaches.

Train the trainer

While work-based learning approaches have many advantages, the success of such approaches depends in large measure on the professional competence and skills of the person responsible for delivering the training and their ability to communicate and share this knowledge. A key challenge for SMEs is the in-house capacity to effectively support this type of training and in particular the skills and expertise of the person guiding the training. Much on-the-job training is ad hoc and informal in nature and may be delivered by people who themselves "learnt by doing" or received similarly unstructured training. This is likely to be particularly true in small and micro-enterprises. A more structured approach to on-the-job training can be supported by strengthening the teaching skills of the job experts and business knowledge of teaching experts.

High apprenticeship drop-out rates is a challenge in a number of OECD countries, particularly in smaller companies. This is a big issue for tourism SMEs and is linked with the supervision and training skills in the business. One in four apprenticeship agreements in France fail, often due to poor guidance and difficulties adjusting to the enterprise. To reduce the apprenticeship failure rates in the hospitality sector and better prepare apprentices, France has introduced an industry-funded "train the trainer" initiative. This initiative involves training for internship and apprenticeship supervisors. Austria has also introduced "apprentice coaching" to boost apprenticeship success rates (Box 29).

Box 29. Boosting apprenticeship success in Austria and France

Austria: "Apprentice coaching" was launched in some regions in 2012. The purpose of this professional external monitoring is to reduce the apprenticeship dropout rate and increase the success rate. Apprentices and trainers are accompanied and advised by external coaches. In 2013, a new support for adult apprenticeships was implemented in the form of subsidies for companies who took on adult apprentices. Following a positive evaluation, the programme was extended nation-wide in 2014, with plans to provide specific supports to young people from a migrant background, young women in non-traditional jobs and small and medium enterprises.

France: Since September 2013, people responsible for tutoring or training apprentices in the hospitality sector are required to complete "train the trainer" training to prepare for this role. This mandatory training is specific to the hotel, catering and restaurant sector. It consists of two modules: an initial training of 14 hours, followed by an update of 4 hours, every 3 years. The idea is to support/monitor enterprise-based trainers, which can go as far as offering trainers the option of going to class with apprentices. This helps the enterprise-based trainer, professional trainer and the trainee to better know each other and the enterprise-based trainer also gets something in return for tutoring the trainee, so everyone benefits. It is funded by the industry through the Hospitality Industry Training Insurance Fund. It is important that enterprise-based trainers are motivated, trained and prepared to play a key role in the training of apprentices.

Train the trainer approaches may be particular useful in SMEs, simultaneously supporting both the trainee and trainer to up-skill. In Belgium, the Walloon Institute for Dual Training and SMEs is responsible for ensuring that enterprise-based trainers in SMEs have useful tips and practical tools to enable them to maximise their contribution to the trainee. This train the trainer approach aims to deliver a proper mentoring system with benefits for both the trainer and the trainee. The programme is offered to SMEs in all sectors, in partnership with the relevant federations. It can also be tailored to meet the specific sector needs, such as tourism.

Train the trainer approaches are not just used for enterprise-based trainers. Those responsible for the delivery of education and training programmes also need to keep up to date with industry developments and requirements. The "train the trainer" approach in France includes provision for enterprise-based trainer to participate in class with the apprentice and interact with the professional trainer. This contact can help professional trainers to keep up-to-date with industry developments. Programmes which enable educational and training professionals to spend time in industry can also support trainers in refreshing their practical skills and stay connected with the latest developments. Some educational institutions, for example, encourage their staff to work in industry during the summer period. The operation of hotel schools can further support this, in addition to enabling trainees to learn in a real-life context, such as the Hotel School Astoria in Slovenia and Hong Kong Polytechnic University's Hotel ICON, as can inviting people working in industry to participate in workshops and give guest lectures.

To be successful, on-the-job training approaches need to be supported by employers, which may require changes in the workplace. Work needs to be organised in a way that is conducive to learning and certain conditions need to be in place for this to be effective. In Ireland, the National Tourism Development Authority, Fáilte Ireland, supports a number of "Earn and Learn" programmes, where trainees actively and regularly apply the learning from the educational setting in a real commercial setting. While further development of these "earn and learn" type programmes may support those working in the sector to improve

their skills, success will depend on enterprise owners ensuring that a suitable structure is in place to facilitate such learning and the learner is adequately and fairly rewarded for their work (Box 30).

Box 30. Fáilte Ireland's "Earn and Learn" programmes

Fáilte Ireland is the National Tourism Development Authority in Ireland. Its role is to support the tourism industry and work to sustain Ireland as a high-quality and competitive tourism destination. Fáilte Ireland provides a range of practical business supports to tourism businesses and works with other state agencies and representative bodies at local and national level to implement and champion positive and practical strategies that will benefit Irish tourism and the Irish economy. As a significant realignment of skills and training structures in Ireland is currently underway, Fáilte Ireland has moved away from directly providing training to providing training supports. Reflecting the changed industry needs, Fáilte Ireland now supports the Institutes of Technology in the design and delivery of tourism sector training courses.

Fáilte Ireland also supports a number of "Earn and Learn" programmes, which enable individuals to study part-time to receive a fully recognised qualification, while gaining valuable paid work experience in a "best practice" establishment in the tourism industry. In the current economic climate, full-time education is not always an option. For those who want to improve their skills and who may be in full-time employment in the tourism industry the "earn and learn" model is ideal. Employees can access college education on a part-time basis while training on the job. Benefits for the student include:

- Graduates receive a fully recognised qualification while working full time
- Students receive valuable paid work experience in a 'best practice' establishment in the tourism industry
- Tuition fees are paid for by Fáilte Ireland

Fáilte Ireland is also working with SOLAS, the Further Education and Training Authority in Ireland, to develop an apprenticeship programme for the hospitality sector. It is likely that the Earn and Learn programme will become a subset of this wider apprenticeship programme.

Source: Fáilte Ireland, www.failteireland.ie, National Adult Learning Organisation Ireland (Aontas), www.aontas.ie

Work-based learning requires employers, managers and supervisors to reconsider the organisation of work tasks so that they are able to meet production needs and deliver on longer-term learning goals. SMEs face potential barriers in high fixed costs and greater risks, if they receive a weaker trainee or graduates are poached by other firms. While increased management capacity may be necessary to make effective use of trainees in the workplace, that capacity will have many wider benefits – particularly in terms of the ability of companies to make the most effective use of their employees and to innovate (OECD, 2014f).

Flexible training delivery

Adapting the delivery style and format of formal training approaches can also be effective, particularly when combined with work-based approaches. More flexible delivery also enables those working in the sector to combine work and learning. This can include the introduction of more flexible, modular training, shorter part-time or 1-2 day training blocks focused on specific learning outcomes and delivered in local areas and the adoption of active learning and learner directed approaches. Flexible delivery approaches better respond to realities of the sector as workers and employers can fit their participation around job and work flows. Localised, on-site subsidised workshops designed for occupational competencies and essential skills common to multiple business establishments in a region, for example, would be an effective means of supporting the needs of employers while ensuring relevant and timely learning outcomes for employees.

Learner focused approaches also take better account of different learning styles and motivate and empower individuals to develop their skills in a way that best meets their needs. Active learning

approaches include interactive and experiential learning, problem- or task-based techniques and collaborative knowledge building methods, as well as professional visits and familiarisation trips. Formal education approaches which incorporate problem-based learning based on real life engagement with industry operators, internships and job placements, for example, provide an important opportunity for two-way learning and skills development.

Formal training programmes can lack flexibility, reducing their usefulness or effectiveness. Such programmes may require people to attend in person at set times or days in a location distant from where they live and work. Training may lead to a recognised qualification and be part of a structured framework which can support skills development and career progression, but these benefits of these are lost if people cannot take up the training opportunity. Many tourism jobs require people to be on the job at certain times and offer little flexibility in this regard, particularly during periods of high demand. Training needs to be accessible during those periods of the day, week, month or year when people can engage with the training. The low season can offer an opportunity to up-skill or reskill, although this may not be an option for people employed on a seasonal basis.

In New Zealand, ServiceIQ is exploring ways to engage with SMEs and other employers to provide modular training delivered in a just-in-time environment through a learner managed system, in order to better meet the needs of employers and employees and provide a pathway into credentialed training opportunities. Currently government provides subsidies to training providers offering formal qualifications. Micro-enterprises are missing out as modular courses focused on specific training outcomes are not eligible for subsidy (Box 31).

Box 31. Development of modular programmes for tourism SMEs in New Zealand

ServiceIQ is the principal industry training organisation in New Zealand. It has a mandate to engage with secondary school students, career advisors and vocational teachers and the many education and training organisations which teach tourism, travel, hospitality and retail through qualifications registered on the New Zealand Qualifications Authority (NZQA) Framework. ServiceIQ engages with employers and industry associations to identify training needs, develop qualifications within the NZQA framework and promote the value of qualifications and training to businesses in the sector. ServiceIQ is currently exploring options to engage with SMEs and other employers around the provision of modular pieces of learning delivered in a just-in-time environment through a learner management system. It is expected this approach will both meet the needs of these employers and employees and also provide a pathway into credentialed training opportunities. To identify the appropriate mix of training to meet the employer needs, ServiceIQ is taking an active skills leadership role using a vocational education and training approach applied at a sector level for developing partnership supply chain solutions to meet the current and future skill demand and supply challenges of industry. ServiceIQ is developing fee-based shorter, non-credentialed online modular programmes for the industry. For example they recently produced an online Licence Controller Qualification (LCQ) bridging module course for people who have completed their LCQ training under the sale of liquor Act (1989) and are now required to comply with the changes in legal obligations under the Sale of Supply of Alcohol Act 2012 without having to physically attend a course.

In Austria, following analysis of the skills needs in the tourism and wellness cluster, the Public Employment Service Austria (AMS) has formulated recommendations to co-ordinate training activities, set standards and establish a flexible, modular system of co-ordinated training activities, along with guidance on continuous training and lifelong learning. AMS plays a central role in co-ordinating, financing and disseminating training information. Austria is also looking at how to increase the flexibility of its well-developed apprenticeship system by developing a modular approach. The Austrian apprenticeship system trains about 10 000 apprentices in the tourism sector, the vast majority of whom (90%) are based in companies, rather than training institutions. The system is regularly updated, enhancing the existing framework to remain relevant and meet future challenges.

In Denmark, the Experiences Academy programmes are designed to be relevant to the enterprise and branch of the tourism sector, delivered in locations chosen by the leading participants, flexible in both design and delivery and based on participants demands and preferences, using a combination of different methodologies, including webinars, online tools and face-to-face training. The focus is on high impact learning and on-the-job training, designed to be easily adaptable to the workplace (Annex 3).

The Egyptian Tourism Workforce Development project, meanwhile, involves a mobile training approach where trainers target their audiences in specific geographical regions. The project involves a focus on improving skills and providing better levels of service and food safety in line with international best practice, the creation of a specialist unit to lead the process and the introduction of a programme to improve supervisory and managerial skills in hotels and restaurants. The programme is being delivered in 12 tourism regions by mobile regional hospitality master trainers.

E-learning opportunities

Technology-based approaches also offer considerable potential, including online and distance education, webinars and more recent e-learning methods which facilitate and encourage collaborative approaches to building and sharing knowledge, including online forums, social media (e.g. Scoop-it), gaming and Massive Open Online Courses (MOOCs). These approaches offer many advantages – they are flexible and adaptable, self-paced and learner directed and can be completed at a time, pace and place that suits the individual trainee.

While the development of e-learning approaches entail investment in the technological infrastructure and tailored programme and content development, they offer economies of scale as these programmes can be rolled out to a wide number of participants at little additional cost. For their part, participants generally only require a computer or laptop and internet connection in order to access such programmes, plus any course fees, if applicable. E-learning courses can be offered at a lower cost than other more labour intensive training methods and recent developments in e-learning are seeing some educational institutes move from fee-based to free open-access courses.

The School of Hotel Administration at Cornell University in the United States, for example, now offers internationally accessible certified hospitality courses which are delivered online under the guidance of faculty experts. These courses are standalone, or can be combined with in-country seminars, as is the case for example in Egypt to develop managerial skills in the hospitality sector. Cornell will also offer a massive open online course in Introduction to Global Hospitality Management from early 2015. The course has been designed to inform current hospitality professionals seeking to advance, as well as individuals interested in the industry. It may also be used as an employee development tool. Cornell MOOCs are free to anyone with Internet access and Cornell offers certificates for successful completion (Box 32).

As well as working with e-learning providers such as eCornell, countries are also running webinars and offering online business supports including toolkits, how-to guides, advice and information and toolkits to support SMEs. In Australia, for example, a series of free online tutorials known as ‘ekits’ are designed to assist time-poor tourism operators to improve their online presence (www.tourismekit.atdw.com.au/).

While e-learning approaches have many advantages, they are not appropriate to all skills development requirements, particularly for more technical practical skills. Combining e-learning with other training approaches can be useful in this context. This approach has been used in the Netherlands, where the regional vocational education and training institute, ROC Mondriaan, has developed a custom-made course for chefs and hosts which combine online and on-the-job learning. Developed in co-operation with the Spring Institute, the theoretical part of the course is delivered online, with training for practical skills on-

the-job. These learner-driven courses are suitable for both new entrants and experienced employees, who can start the course any time during the year. Some e-learning programmes also allow teachers and entrepreneurs to add information and use the resources available for their students or employees, such as the one developed by the Foundation for Education in the Catering Industry in the Netherlands.

Box 32. eCornell online hospitality programmes

eCornell's is a subsidiary of Cornell University that provides online professional and executive development to students around the world. eCornell offer more than 30 professional certificate programmes in a wide variety of disciplines, including hospitality. eCornell's hospitality programmes provide MBA-level content developed by faculty from the university's School of Hotel Administration. The online courses allow participants to enhance their global views on the hospitality industry while building their professional networks and cover topics including hospitality management and marketing, food service management, revenue management, hotel real estate investment and asset management, leading customer-focused teams and strategic leadership. Participants who successfully completed a course receive a professional certificate from the School of Hotel Administration at Cornell University.

The courses combine the most effective elements of classroom learning with the flexibility of an online learning environment. eCornell courses are self-paced and 100% online and draw on a variety of approaches to provide practical learning, including discussions, projects, practice activities, short videos, interviews with industry experts, online tools and downloadable resources, case studies and examples and the guidance of an instructor. eCornell courses are facilitated by subject matter experts, who facilitate online discussions, answer questions and help learners to apply course concepts in real-world, on-the-job circumstances. The online discussions play an important part in the courses, providing an opportunity to interact with peers from different organisations and backgrounds and fostering collaboration, networking and practical, shared learning. Courses are designed to accommodate the schedules of busy professionals and are available at any time or day that suits the learner. They do however have defined start and end dates. A critical part of self-directed learning is to have a finish line. Most eCornell courses take about 6-8 hours to compete the learning activities, participating in online discussions and working on course projects, over a two week period and are finished by around 90% of students.

Source: www.ecornell.com

In Canada, the Canadian Tourism Human Resource Council's training programme, emerit, provides online, paper-based and instructor-led training products for a range of positions in the tourism sector. By offering a variety of flexible delivery options, this approach maximises accessibility and caters to different learning styles. This supports the optimal blend of approaches where learners can choose the delivery option which best suits their individual situation and needs, emerit is delivered by local partners who also promote career planning and awareness initiatives. As with eCornell, the emerit programme is now available for delivery outside Canada, generating a complementary funding stream (Annex 2).

Financing mechanisms for workforce development

Tourism enterprises frequently lack the capacity, resources and motivation to invest in workforce development. There is also limited incentive for individuals working in the sector to invest in training and professional development, due to the relatively low salary levels and limited recognition and rewards (pay and non-pay) for up-skilling, lack of value placed on skills by some employers and poor access to advancement opportunities. This leads to a high level of market failure in relation to skills development and career progression. In most countries, the public sector plays an important role in funding tourism education and training to stimulate tourism growth and employment.

However, in an environment of increasingly constrained resources, governments are facing tough budgetary choices and new financing mechanisms are needed to complement public funding supports. Governments also need to ensure that available public funding and related policy interventions are appropriately targeted and accessible to ensure the desired outcomes are achieved. Ongoing monitoring and evaluation is necessary to assess the impact of policies and programmes, to identify what works, what

does not work and what could be done better in the future. This is increasingly important, given the financial pressures faced by public agencies.

Possible financing and resourcing mechanisms include:

- Funding instruments, from both central and local government, including support for enterprises and individuals such as subsidised training, scholarships and grants and cross-departmental arrangements to support training.
- Industry role in financing through for example match funding, sectoral conventions, industry levy, contribution from service charge where it exists, training requirement or dedicated budget for skills development and destination-based collaborative micro-financing arrangements.
- Incentives for companies to encourage more engagement in training and development of training programmes and support structures, including for example tax breaks or loan interest schemes.
- Incentives for individuals to invest in training, including financial incentives, advantageous and targeted grant/loan system with interest free, favourable repayment terms. Also individual role in financing, possibly through a special education contribution.
- Mechanisms promoting innovative industry-led workforce development approaches and collaborative design, development and delivery of training. Co-operative approaches involving other enterprises have the potential to expand the reach and impact of programmes.

The industry has a role to play in financing and supporting workforce development, as well as addressing other demand side issues within its control which contribute to the recruitment, retention and development challenges highlighted in this paper. However, businesses are often reluctant to finance training, which is frequently seen as a cost rather than an investment. Enterprises tend to focus on the time and monetary cost and overlook the benefits of improving skills acquisition and utilisation in terms of know-how and revenue. The fear that skilled workers are more likely to be poached by competitors or to move on to other employers or sectors ("low skills in, high skills out") compounds this view. Many businesses also lack the capacity to fund such investment due to inconsistent cash flow, tight profit margins and difficulty accessing finance. Training and development budget is frequently the first to be cut when budgets are tight.

A number of countries have formalised industry contributions to funding skills development. In France, funding for continuous training is provided by enterprises, which pay a mandatory based on 1% of turnover into a training insurance fund. Several funds operate in the tourism industry and are used to put in place structures for lifelong learning in the sector. The funds are jointly managed by employees and employers. One of the most important training insurance funds in France is the Hospitality Industry Insurance Fund, which has a significant budget of about €35 million. Under this Fund, all trainers in the hospitality, catering and restaurant sector must undergo mandatory "train the trainer" training. Other initiatives have focused on training seasonal workers during the off-season and recognition of prior learning (RPL). Regions also have a major role in the financing of vocational training.

In Hungary, enterprises are also subject to a compulsory training levy. However, enterprises which provide training placements can use up to a third of this levy for further training for their own employees. The requirement for enterprises to have more than 45 trainees' limits the ability of small and micro-enterprises to avail of this but such mechanisms could be adapted in scale. In addition, provision is made for the training cost of trainees in SMEs to be reimbursed monthly. Even so, the amount of subsidy availed of by SMEs is low, while the level of investment in skills development over and above the subsidy is also low (Box 33).

Box 33. Funding and financial incentives for skills development in Hungary

In Hungary, all enterprises are required by law to pay a compulsory vocational education and training levy to support training development. The aim of this levy is to support and develop training courses organised within the State-funded vocational education and training and apprentice-style higher education systems and support adult learning education courses outside of the school system. The levy is calculated based on 1.5% of the social contribution tax liability of each enterprise. The law provides for a couple of different possibilities to enable enterprises to comply with and fulfil their obligation in relation to the levy. One option allows enterprises who provide practical apprentice-type training for over 45 initial vocational education and training trainees to consume up to one third of their compulsory training subsidiary for the further training of their own employees. Another option available to SMEs is that the training costs of initial vocational education and training trainees can be reimbursed monthly.

The European Social Funds are a further source of financing at programme level in Hungary. ESF grants are available to develop skills of people working in or holding an initial vocational education and training qualification in a number of areas including tourism catering and transportation. The project includes curriculum development, training of trainers and teachers and delivery of training programmes, as well as infrastructural developments and investments for workshops and practical training providers' premises. Applicants included a consortia of initial and continuous (adult learning) vocational education and training institutions/providers, companies providing practical training and chambers of commerce.

A levy is also in operation in Egypt, where 2% of hotel revenues are allocated to a training fund in the Ministry of Manpower. However, these funds are not currently earmarked to support tourism training, although discussions are underway between the Egyptian Tourism Federation and the Ministry of Manpower to assign a portion of the levy from tourism establishments to training.

Some countries incentivise or subsidise enterprises who invest in training. In Belgium, for example, employer contributions and sectoral funds finance a range of public and private training initiatives. Enterprises who host registered apprentices or interns can benefit from a reduction in their social contributions for each worker or employee which participates in the train the trainer programme, up to a maximum of EUR 3 200. Other countries, however, note the absence of industry levies and support mechanisms to finance skills and career development in the tourism industry, sometimes in contrast to other sectors.

In the United Kingdom, as part of the Employer Ownership of Skills strategy, the government has launched a pilot co-funding scheme which provides support for employer-led proposals to tackle current and future skills needs and employers. A number of initiatives from the tourism and hospitality sector have received funding under this scheme (see Box 9, 34).

Countries also offer financial supports to individuals to encourage participation in education and training programmes. In Canada, for example, a variety of financial supports are available to address the financial barriers faced by apprentices and help them acquire the skills and work experience needed for good and rewarding careers in the skilled trades occupations. The Apprentice Grants aim to increase access to the skilled trades, encourage progression within an apprenticeship programme and encourage completion and certification in the Red Seal trades. Since the inception in September 2013, 11 339 Apprenticeship Incentive Grants and 2 839 Apprenticeship Completion Grants were issued to apprenticeships in the cook and baker trades. Income benefits delivered through the Employment Insurance programme and tax credits also support apprentices during their training.

Public authorities also need to ensure that policy and funding initiatives better respond to the needs of and connect with the tourism industry and people working in it. In New Zealand, government funding is available for employees who undertake programmes leading to a nationally recognised formal qualification under the New Zealand Qualifications Authority framework. However, such programmes do not respond to the needs of the industry or employees. These programmes require regular, ongoing participation over

extended timeframe, for example a year. While hotels and larger tourism organisations are better placed to take advantage of such programmes as they have a more stable workforce and infrastructure, smaller tourism businesses, and their employees are unable to participate and benefit from such subsidies, especially in highly seasonal businesses. ServiceIQ, the principal industry training organisation in New Zealand, is working with SMEs to develop modular courses focused on specific training outcomes better respond to the needs of smaller enterprises.

Box 34. Co-financing to promote Employer Ownership of Skills in the United Kingdom

In December 2011, the UK Commission for Employment and Skills launched the Employer Ownership of Skills strategy to transform the way employers, government, unions and providers invest in skills and align investment with industry requirements and local economic need. The guiding principles underpinning this vision are:

- Employment ownership and responsibility drives jobs and growth;
- Customer focused and outcome driven ensures that businesses and people are at the heart of how the skills system operates;
- Alignment of strategy and investment leverages more and better outcomes;
- Simple and transparent systems engage customers;
- Collaboration delivers relevant skills for jobs and growth.

As part of the initiative, the Employer Ownership Pilot funding provides support for employer-led proposals for tackling current and future skills needs in sectors, supply chains and localities. Under the scheme, employers combine their own money with government funding to invest in the training they need. Whitbread Hotels and Restaurants, for example, has joined together with other major employers in the hospitality sector to create a wide ranging skills development initiative that will make a significant difference to the skills and knowledge of prospective employees, existing workers who want to progress and the company's high potential population. An employer-led skills initiative enables Whitbread and its partners to combine the rigour of national standards and qualifications with design and delivery which really works for the sector. The programme is also designed to support the hardest to reach people, who are unemployed and potentially disengaged from opportunities in their community, and to create a pipeline of talent from schools through apprenticeships into management roles.

Source: Department of Business, Innovation and Skills, www.gov.uk

In many countries, the current public funding levels are thought to be sufficient – a bigger challenge is the lack of awareness of training and education programmes and pathways, and related benefits and the capacity and inclination of employers to provide training. While policy interventions are frequently targeted at small and micro-enterprises, many businesses are simply not aware of the financial and non-financial supports available. SMEs are time poor and lack the resources to navigate pathways to government support programmes.

Available programmes and resources need to be easy and straightforward to access and should not put any undue burden on the business which may result in the costs outweighing any benefit. A study in the United Kingdom found that greater awareness of training available (57%) and increased sales or financial turnover (61%) would encourage employers to offer training, as would funding or subsidies (64%) and tax incentives (58%). Governments might consider rewards and incentives for companies that provide their staff with training and development opportunities (ILO, 2014).

ANNEX 1: AUSTRALIA – TOURISM EMPLOYMENT PLANS

Responding to regional labour and skills issues

Tourism is important to the Australian economy. It is Australia's largest services export, with tourist consumption at AUD 110 billion. The Australian tourism industry receives about 6.6 million international visitors which contributes AUD 42 billion to gross domestic product and directly and indirectly employs an estimated 929 000 persons.

Australia's national tourism strategy, *Tourism 2020* brings together governments and industry to put in place reforms to make the industry more competitive. Reducing labour and skills pressures is a whole-of-government priority. In 2010, the largest body of research ever conducted by the Australian Government into the tourism labour force, *Australian Tourism Labour Force Report*, found that an additional 56 000 people are needed to fill tourism vacancies by 2015. The report found that around half of all tourism businesses in Australia are experiencing recruitment, retention and skills shortages with significant variations across the country. The report concluded that the industry would benefit through strategies to improve career development, training, the use of under-represented groups in its workforce and targeted regional solutions.

Programme features

Under *Tourism 2020*, eight employment 'hotspots' were identified to pilot regionally focused Tourism Employment Plans (TEPs) to respond to one of the key recommendations of the report. The TEPs are the first of their kind in Australia. A TEP is a locally-led plan to respond to a region's labour and skills issues. It delivers targeted and practical measures to address recruitment, retention and skills development. TEPs also build capacity in the region, by bringing together key partners. More information can be found at: www.tourism.gov.au/teps

- For a **business**, TEPs provide solutions to attract and keep workers. They also provide new ideas and tools to undertake more effective workforce planning. This can help businesses meet future recruitment needs more easily.

- For the **industry**, TEPs are a means for greater collaboration between businesses, industry bodies, the education/training sector and government. This ensures efforts are concentrated in working towards a common goal.

- For the **region**, TEPs lead to improved training and employment opportunities, meaning a better skilled workforce, enhanced service quality and better tourism experiences. They make the region more internationally competitive; a region where people want to holiday, live and work.

Funding and governance structure

Co-contribution seed funding of around AUD 1.1 million from the Australian, State and Territory Governments has been provided to implement the 8 TEPs under the Tourism 2020 programme. Expert consultants are put in place for up to 12 months to deliver a three year plan for the region. The consultant working with the TEP Regional Committee in the region must identify a funding source for any funding

required over and above the seed funding, or alternatively deliver a TEP that is cost neutral. This has resulted in some TEPs being delivered with in-kind support and others where funding for specific initiatives has been be located locally.

TEPs are supported by a strong governance structure to ensure sustainability and industry ownership. Australian, State and Territory Governments provide oversight of the TEPs through a formal committee designed to share lessons learnt and links across regions. Each TEP has a regional committee which meets regularly to guide the TEP. Stakeholders represent a variety of areas: including tourism, education, employment and immigration government agencies; chambers of commerce; training providers; skills councils; and tourism and hospitality businesses. These partners provide the TEPs with regional and workforce expertise and drive the delivery of practical strategies. As part of the State Oversight Committee, lessons from each of the TEPs are reported back and applied to the rollout of the programme.

Operation

TEPs are being rolled-out in a variety of areas across Australia to provide a series of 'models' that can be adapted for other regions. These models are:

- **Remote Area (Red Centre and Broome)**: Remote area TEPs respond to labour supply and skills issues particularly where there is competition from other higher paying industries, impacts of seasonality and labour mobility. Solutions include boosting the region's employment profile and engaging specific untapped labour sources such as youth and Indigenous workers and best utilising appropriate migration streams.

- **Regional Area (Kangaroo Island, Tropical North Queensland and regional Tasmania)**: TEPs in regional areas respond to labour supply pressures, impacts of seasonality and labour mobility, workforce development and up-skilling. Possible solutions include better regional co-ordination between agencies, increased use of under-represented labour sources (such as Indigenous, youth, mature-aged and long-term unemployed people) and appropriate migration options.

- **City-Fringe (Mornington Peninsula/Phillip Island):** City-fringe TEPs respond to the supply and improving the skills of workers in regions that sit on the fringe of larger cities by engaging under represented labour sources, improving collaboration with training providers, responding to impacts of seasonality and labour mobility, and accessing appropriate migration channels to supplement the local labour force where this is needed.

- **Capital City (Sydney and Canberra):** A capital city TEP considers how to effectively meet capital city labour and skills needs particularly where it is experiencing shortages. This is achieved through better use of local labour (including Indigenous workers), under-represented groups, up-skilling the existing workforce through better links with training providers, improving co-ordination with stakeholders and utilising appropriate migration streams to fill skill gaps.

In addition, evidence gathered through consultations with approximately 1,200 stakeholders in delivering TEPs is building the platform to ease labour and skills pressures at the national level as well as identify common policy issues to assist decision makers. To date 120 strategies have been identified across the four areas below:

TEP strategies have been developed to improve business awareness and uptake of government and industry programmes. Consultants across all TEPs developed regional specific programme guides, factsheets, best practice case studies and human resource tools to distribute to local businesses. These were complemented by close to 50 targeted workshops bringing in experts to highlight the most important

programmes for a region. This strategy was important as there are a lot of support options available to assist businesses with recruitment, retention and training and this approach sought to increase uptake of the most useful programmes for a region.

The TEPs have been able to embed key programmes and trials into TEP regions to actively encourage uptake. For example, the TEP regions were selected to receive specific funding to support businesses with workforce planning advice and training by the Australian Government and implemented by the industry's skills council working with industry. Over 900 businesses in TEP regions participated with the aim of supporting workforce planning, training employees and provide a more highly skilled workforce. Similarly, the accommodation sector has been included in the Seasonal Worker Programme pilot trialled in four TEP regions across Australia. This pilot provides accommodation businesses with access to low skilled labour during peak seasons from parts of the Pacific and Timor-Leste. Sixty one seasonal workers have been employed in the accommodation sector with a significant intake in Broome from Timor-Leste workers to support this region respond to seasonality issues. This allows seasonal workers to build capacity and remittance.

New and innovative strategies designed to meet regional issues have been developed or are being progressed to support recruitment, retention and skills development. TEPs have created strategies designed for their regions. For example, the progression of a campaign to attract and retain people in the Red Centre, including orientation and induction programmes for new staff to improve retention. Three regions are developing online training programmes to lift customer service levels in Tropical North Queensland, Kangaroo Island and Canberra. TEPs are working to make formal training more relevant to industry through amendments to training programmes; directly connecting Indigenous workers to tourism vacancies and training; and supporting Indigenous businesses in workforce planning and managing their workforce. The Australian Government also provided seed funding for the development of a sustainable career campaign which is now industry-owned and operated by the National Tourism Alliance. Importantly, the campaign seeks to change perceptions about careers in tourism and hospitality by targeting high school children, mature aged workers, Indigenous workers, current workers and people from non-English speaking backgrounds. This initiative has assisted the TEP regions in highlighting their location as a desirable place to work in tourism. A TEP Tools webpage identifying other TEP strategies for regions can be found at: www.tourism.gov.au/teptools.

Build a better understanding for government and industry of cross regional issues impacting the supply of labour and skills. Austrade is the Australian Government agency responsible for tourism policy but does not control many of the direct policy levers for reforms to labour and skills issues. However, Austrade has used evidence from TEPs to make submissions and representations to other agencies to influence recommendations to address issues such as improving labour mobility, housing affordability, transportation of workers, migration, cross-jurisdictional recognition of occupational certificates and relevance of the job services system to the tourism industry. Evidence gained from the TEPs has also been used to influence change in migration programmes, including having chefs on the general skilled migration specified list, the Skilled Occupation List in 2014. The Government's broader Tourism 2020 strategy also looks to address key 'game changing' reforms, including some strategies that have been identified in TEP regions.

Concluding comments

The TEP programme has been highly successful and continues to deliver innovative results for industry. There are key lessons and recommendations that have been crucial in their development.

- Ensure a staggered approach to the rollout of the TEPs. This ensures best practice learning and acknowledges that each region is different and plans must be developed with this in mind.

- Engage industry early with a range of partners and project champions to gain support and ownership of the TEP and its strategies. This is the foundation for a successful TEP.

- Realistic expectations on what can be achieved with the funding available and adapting to change.

- Drawing on existing resources, tools and support programmes available to assist businesses make the right connections – noting SMEs can find it difficult to be across the all programmes that exist.

- Maintain an organised governance structure and establishing key performance indicators.

To ensure broader benefits to other regions, Austrade developed a *Guide to Developing a TEP* and *TEP Advisory Service*. These support a region to move from thinking about a regional workforce plan to actually delivering one. Strong interest has already been seen for this service. A complementary *Workforce Development Guide* is also being developed by the industry's skills council. This outlines a simple set of steps on how to build a workforce plan for a business. It includes leading practice techniques, tools and case studies to support businesses in workforce planning and ensure they have the right workers and skills to meet their needs.

This case study is based on research by Austrade's Labour and Skills Policy Section. For more information on Australia's labour and skills initiatives please visit www.tourism.gov.au/labour.

ANNEX 2: CANADA – EMERIT TOURISM TRAINING AND CERTIFICATION

In 1984, representatives from the federal government and six national associations agreed that job standards that identify the skills and knowledge required of tourism workers were needed. Essentially, they were developed to improve the image of the industry and ensure a consistent competent level of service. By defining these standards, the industry had a basis for certification programme development, which became a priority in order to improve the self-esteem and mobility of the workforce. Standards and certification help define career paths and provide an incentive to individuals to develop new skills. They also provide educators with a common framework to guide the development and delivery of education and training. Pan-Canadian standards serve as a benchmark of quality service that can be measured against guidelines in other countries, which helped position the Canadian tourism workforce to compete in the global marketplace.

Since its creation in 1993, the Canadian Tourism Human Resource Council (CTHRC) has been developing and updating top quality *emerit* tourism training content, occupational standards and certification programmes according to rigorous industry and academic standards. These resources are available for more than 30 tourism occupations.

Programme features

Introduced to meet the needs of both employees and employers, the programme is national in scope. It was initially developed for occupations for which there was little to no formal post-secondary education. With support from the federal government, CTHRC leads the development of emerit training products, occupational standards, and certification programmes. Administration is shared by CTHRC, along with certifying agents (provincial or territorial human resource organisations, national industry associations and any international agents). Certifying agents are generally CTHRC Board members and liaisons from industry. Certification coordinators at each organisation use a web-enabled Learning Management System to track and monitor candidates and compile statistics.

Candidates enrolled in the certification process are first provided with a preparation package, which includes a description of the programme requirements, a practice test and information on the credential. Optional, self-directed, training materials, in the form of workbooks, webinars, and online modules, based on the competencies tested in the certification exam, are available for purchase to anyone wishing to become certified, or simply wishing to update their skills. In addition, many certifying agents offer training workshops to certification candidates to present and review the specific competencies that will be tested.

Governance structure

Supported by the federal government, CTHRC owns and coordinates the development, maintenance and publication of *emerit* programming. The Council is also responsible for negotiating recognition agreements on certification (e.g. articulation, reciprocity) with provincial, territorial, national and international organisations.

CTHRC is governed by a Board of Directors comprised of business and labour representatives, educators, individuals from national tourism associations and provincial/territorial human resource

organisations (HROs), and federal and provincial government representatives supporting or representing the tourism sector. Several committees and sub-committees of the Board of Directors, including Product Quality Committee and the Certification Technical Committee, govern aspects of *emerit* programmes and policies and make recommendations related to the integrity of assessment instruments.

Funding mechanisms

Since its inception the programme has been supported by funding through the federal government, and augmented via the sales of training materials and the fees paid by certification candidates. Revenues generated through these sales are sub-divided into three streams: hard costs, fees paid to the local certifying bodies (HROs) and revenue. The portion of sales revenue that comes to the CTHRC supports the ongoing maintenance, administration and updating of emerit programmes.

Recent reductions in federal government funding caused the Council to re-evaluate a number of the characteristics of the certification programme. Changes to retail pricing, the split in revenue share with our partners and a streamlined administration of the programme has positioned the programme to be self-sustainable in the medium term and further strategies (including increasing the reach of the programme) are constantly being evaluated.

Results and evaluation

The CTHRC collects and reports data regarding the distribution of *emerit* products, and the number of candidates enrolling in, and successfully completing certification, on an annual basis. These figures remain fairly consistent from year-to-year, but record increases when the programme is utilised as part of a broader education or employment initiative. The programme has evolved to a point where it has a rich inventory of training and certification products; but its distribution, sales, reach and industry impact are relatively static. The seasonality, transient dynamic and sheer size of the sector have kept the cumulative industry penetration rate around 1%. However, recent industry consultations indicated that those who use *emerit* consider it an excellent resource, and non-users, based on perceptions of the programme, see the value it brings to the sector. The full impact is largely unrealised due to a lack of awareness amongst the 1.7 million people working in the sector. Other challenges include employer perceptions that they lack the time and monetary resources to use *emerit* except for long-term employees, especially in relation to the most time consuming and costly resource—certification.

Lessons learned

On the whole, the *emerit* programme is an effective, albeit under-utilised, resource for the industry. The content has been incorporated into secondary and post-secondary curriculum, training resources have been adapted for national brand training initiatives, and certification has been used very successfully in employment bridging programmes. The primary challenge is incentivising broader use by individual small- and medium-size tourism businesses. As a pan-Canadian, industry-developed programme, it is realistic and relevant. It offers flexible learning options and addresses both essential skills and occupation-specific competencies. Having delivery partners in each region of the country has been critical to the successful administration of the programme. As with any initiative, a dedicated and committed strategy for ongoing awareness is integral, as is results-based research to fully communicate programme benefits.

This case study is based on research by the Canadian Tourism Human Resources Council. For more information, visit www.emerit.ca or www.cthrc.ca.

ANNEX 3: DENMARK – THE EXPERIENCES ACADEMY FOR CONTINUOUS TRAINING

Continuous training as a springboard for development

The Experiences Academy (or Oplevelsernes Academy in Danish) brings together, raises awareness and develops educational options for the tourism industry. This is designed to meet the needs of the industry in a collaborative venture between educational institutions and the tourism trade. The goal is to boost growth by improving skills. The means to this end is continuing education in the form of courses and short study programmes designed for the primary players in tourism - hotels, campsites, attractions, museums, destinations, etc. Several of these provide qualifications in hospitality, service, sales, marketing and PR, digitisation, management and language skills aimed at managers, employees and seasonal employees. This provision targets tourism – an industry characterised by a low level of education compared with other sectors. This was also the reason for launching the Experiences Academy.

Programme features and governance

The project focuses on players in the Region of Southern Denmark, but also incorporates a nationwide ambition, as the Experiences Academy's skills development initiatives have proved to be in demand all over Denmark. Accordingly, several courses are now implemented as nationwide initiatives. The Academy is backed by more than 430 tourism businesses, 25 educational institutions and 22 municipalities, all of which have the opportunity to take an active part in boosting skills. It is supported by the Growth Forum of Southern Denmark and the European Union Social Fund to a total amount of DKK 49 million (EUR 6.7 million). The project runs from 10 January 2010–31 December 2014.

The project owner is the regional organisation Inspiring Denmark, based in Middelfart. The Experiences Academy secretariat is staffed by four full-time employees and two student employees. It covers general educational and tourism skills, as well as more human resources, administration-oriented and organisational skills. The office co-operates with a large number of educational institutions, tourism organisations and industry organisations.

Operation – focus on LEGOLAND Billund Resort

Before 2013, LEGOLAND Billund Resort comprised three major attractions: LEGOLAND, Lalandia and Givskud Zoo, and the focus was on marketing. Today, the resort incorporates all tourism players, large and small, in the five municipalities of Billund, Vejle, Vejen, Varde and Kolding. The marketing partnership ushered in by the "Big Three" in 2009 to attract visitors from Denmark and abroad was working so well that the time had come to expand the initiative and focus even more on employee development. This was done based on the maxim that the more visitors any player can coax to visit all three municipalities, the bigger the payback. The purpose was to bring together the tourism players in all three municipalities in a joint effort to create the holistic experiences that encourages visitors to spend more money, stay longer, share experiences with friends and family and come back another time. It is no use if the tourist has a wonderful time at one destination, but has a terrible time at other places.

In the process, the Experiences Academy has been an active mediator, supporting this initiative by developing educational measures designed especially for small and medium-sized tourism players. The measures we took include:

- Kick-start and workshop: Invitation to all tourism players in Vejle, Kolding and Billund to a day of presentations, inspiration and workshops. The vision of becoming northern Europe's preferred holiday destination for families with children was introduced and employee development was emphasised as the key to success.

- 23 courses and processes: During a six-month period in autumn 2013, participants from small and medium-sized enterprises went back to school together, taking courses covering dealing with conflicts, sales, hospitality and language.

- Formalised human resource meetings: Following on from the desire for continuous professional development, LEGOLAND Billund Resort has appointed an executive HR group with a focus on HR for everyone at the resort. This group meets regularly to discuss and ensure its own development, and development of the resort staff.

- 46 courses and processes in 2014 are thus being offered to continue to bolster the entire LEGOLAND Billund Resort as a destination in 2014.

- Industry-specific leadership training: Courses that confer credits and qualifications and are offered through the ordinary system have high priority and the Experiences Academy seeks to ensure formalised partnerships with nearby educational institutions.

A partnership involving HORESTA, Roskilde Business College and the Experiences Academy has developed the Basic Leadership Training programme with an emphasis on tourism players. The study programme is offered at the four ordinary levels: basic, academy, diploma and masters. The purpose is to provide in-service training for employees who have to deal with managerial tasks and challenges. The basic level comprises four modules, each with one or two main areas: Sales and Service, Finance and Key Figures, Personal Growth and Management Processes. The four modules run over a period of approximately six months to enable the participants to work with the course material in between modules. The subsequent levels are longer in duration and can be taken as individual subjects or combined.

The first series of courses took place at Lalandia in autumn 2013. The teaching material was oriented towards tourism-related cases and taught by trainers familiar with the industry. Altogether, 22 managers from LEGOLAND Billund Resort took the course.

Results and evaluation

The number of tourism businesses participating in the Experiences Academy's continuing education programmes has increased significantly from since the project started. More than 500 courses and learning programmes have been implemented over 13,400 training days. Altogether, 7,000 participants from 473 partners have undertaken a course run by the Academy. Formal education courses on offer to tourism are now more relevant than was the case in 2010. Close continuous contact with the national tourism organisations and industry organisations have proved decisive in creating relevance, ownership and popularity. There has been a change of attitude towards greater recognition that continuing education is an investment that pays dividends in terms of both job satisfaction and the bottom line for the business.

An external evaluation of the Experiences Academy project was conducted by Manto A/S Business Consulting in 2013. It found that overall, the Experiences Academy has:

- run extra training days and involved more processes than planned;
- expanded the region's continuing education and training offering for the tourism sector, enhancing accessibility by developing one point of entry and platform;
- succeeded in communicating its brand out to the world and become knowledge among tourism industry players;
- helped to support an emerging change of attitude for continuing education within the industry;
- has raised the bar within tourism education – 4 out of 10 participants state they gained a high level of new skills which have changed the way they do business and half of those surveyed credit the Experiences Academy with enhancing their ability to drive new business;
- the goal of 250 partners was fulfilled half-way through the project;
- impact is greatest when all employees have participated on the same learning course.

Having implemented a number of skills development projects through many courses and learning programmes, the next step is to co-ordinate and focus resources across regions and platforms, through even closer co-operation with business, educational institutions, research centres and government departments.

Lessons learned

A recurring theme in the Academy's line of reasoning is the desire to develop destinations and to work across the boundaries of different industries and geographical restrictions. Unfortunately, there is not much of a track record when it comes to large, medium and small-sized enterprises working together across boundaries, and certainly not in the matter of professional development. Consequently, the smaller businesses did not often attend courses or conferences, which were either not specific enough or too expensive for a small company with few employees – perhaps just the proprietor – to be able to afford to attend.

The Experiences Academy finds there are advantages for both parties when they work together. First of all, it is financially viable for a small business to participate in a course that has a certain volume of participants; secondly, larger companies will also be able to put together a much more targeted course than the type traditionally offered by business schools or consultants. Thirdly, both parties will learn from the experience and thus benefit from being on the same courses. Frequently, employees with the same functions from different companies link up in professional networks where good suppliers, ideas and opportunities for collaboration are discussed.

Smaller businesses were very reticent initially. They were accustomed to the larger companies dominating the content and determining when, how and where courses should take place or marketing should be done. The justification for this was usually "whoever pays the piper calls the tune". Because the big companies usually put more into the shared fund, they were also traditionally the ones that made most of the decisions. This was partly because employees from the large companies were in many cases specialists, while the owners and employees of smaller businesses were usually generalists, so they did not feel as well qualified as the others to know what works and what does not. The Academy also finds that the way in which courses and processes are presented makes all the difference. They need to be "served up" to make them as "palatable" as possible in terms of season, timing, duration, content, place, communication etc.

One important task is to persuade big companies of the value and effectiveness of developing the destination as a whole and thereby to involve small businesses. Another is, to convince small businesses

that the big companies have a genuine interest in ensuring that everyone is working together as partners on an equal footing. The LEGOLAND, Lalandia, Billund Airport and Givskud Zoo partnership recognised that although they probably had the largest volume in terms of employees and finances, the smaller businesses were just as influential. Volume and participation across sector and geographical boundaries are vital in order for the Academy to be able to support and put on courses within established frameworks. Lalandia is the driving force behind the Basic Leadership Development study programme. If it had not been for them, the three smaller businesses would have been unable to participate. The Basic Leadership Development course would either have taken place in a different part of the country, or they would have been unable to run it at the price the Academy is able to offer. The study programme also facilitated contacts between food and beverage managers, giving them an opportunity to share experiences, while suppliers and the various types of businesses added more dynamics to the case discussions. The courses help to break down the natural barriers that exist between competing businesses in the same destination. They also help to change the culture that constructed these barriers, as employees will influence their managers to take a different view of working together.

In the Academy's experience, the larger companies have traditionally tended to keep their cards close to their chest in an effort to protect interests such as their service concepts and special agreements with suppliers, and prevent competitor from poaching their employees. In the Academy's experience, too, many of these concerns are often unfounded and are associated with traditions handed down from employee/manager to employee/manager without anyone really questioning matters. Partnering for the purpose of skills development makes sense just like any other kinds of collaborative initiatives, and this is in fact the guiding principle of the Experiences Academy. Large and small players alike benefit from working together. They get involved in coaching and mentoring, and discover new ways of looking at things; they develop the destination as a whole and learn to take better care of the visitors they share. All surveys indicate that a visitor who feels at home in a destination is considerably more likely to choose the same destination again and even become an ambassador for the destination.

This case study is based on research by the Experiences Academy, Denmark. For more information, please visit www.oplevelsernesacademy.dk.

ANNEX 4: STATISTICAL TABLES

Coverage

- Tourism data refer to the Accommodation and Food Service Activities as defined in the International Standard Industrial Classification (ISIC) of All Economic Activities, Rev.4, unless otherwise specified.

Presentation of indicators

- The tables provide annual series covering the period 2009-13.
- The rounding of data cells may cause totals to differ slightly from the sum of the component cells.
- The symbol ".." used in the tables means that the data are not available.
- Where OECD or EU 28 averages are included, it is the weighted average of available data for the OECD or EU 28 countries, unless otherwise specified.
- OECD-Europe comprises all European members of the OECD (not necessarily EU members). In 2012 these were Austria, Belgium, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Luxembourg, the Netherlands, Norway, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey and United Kingdom (http://stats.oecd.org/glossary/detail.asp?ID=1884).

Data sources[1]

- Readers interested in using the data presented in this publication for further analysis and research are encouraged to consult labour market data and the full documentation of definitions through ILOSTAT (www.ilo.org/ilostat) and Eurostat (www.ec.europa.eu/eurostat) and the Structural Statistics of Industry and Services (SSIS) through OECD.Stat (http://stats.oecd.org/).
- Labour market data are subject to differences in definitions across countries and to many breaks in series, though the latter are often of a minor nature.

1. The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Table A.1. Employment in tourism[1] and total economy, 2009-13

	Tourism					Tourism		Total employment	
	000 persons					% change			
	2009	2010	2011	2012	2013	2009-13	2012-13	2009-13	2012-13
OECD economies									
Australia	725.0	736.7	767.0	757.2	777.8	7.3	2.7	6.2	1.1
Austria	255.5	253.2	251.1	265.0	245.0	-4.1	-7.6	2.4	-0.2
Belgium	142.7	143.0	149.5	154.0	145.3	1.8	-5.6	2.5	0.1
Canada[2]	1 056.6	1 058.4	1 093.4	1 102.4	1 093.6	3.5	-0.8	5.5	1.3
Chile[2]	..	248.3	269.4	283.6	272.7	9.8	-3.8	7.5	2.7
Czech Republic	186.0	190.1	185.0	177.5	178.5	-4.0	0.6	0.1	1.0
Denmark	89.8	87.9	94.5	99.0	99.9	11.3	0.9	-3.0	0.0
Estonia	19.3	18.9	18.4	18.8	23.4	21.2	24.7	4.6	1.0
Finland	85.1	82.7	82.8	86.3	86.4	1.6	0.2	0.0	-1.1
France	902.6	963.2	980.4	976.3	944.4	4.6	-3.3	0.4	0.0
Germany	1 488.7	1 488.2	1 549.8	1 578.7	1 575.4	5.8	-0.2	5.1	0.9
Greece	314.0	305.1	295.1	272.9	261.1	-16.9	-4.3	-19.9	-4.0
Hungary	157.8	159.0	166.1	166.5	163.3	3.5	-1.9	4.1	1.6
Iceland	7.5	7.9	8.7	8.1	10.0	32.7	22.9	4.2	3.2
Ireland	126.9	126.7	116.5	119.7	130.8	3.1	9.3	-4.1	2.4
Israel[3]	131.2	134.7	139.5	144.6	150.3	14.5	4.0	21.4	2.7
Italy	1 166.5	1 190.6	1 217.8	1 274.2	1 246.9	6.9	-2.1	-2.6	-2.1
Japan	3 800.0	3 870.0	3 820.0	3 760.0	3 840.0	1.1	2.1	0.5	0.7
Korea	1 936.4	1 889.1	1 853.5	1 906.4	1 971.0	1.8	3.4	6.6	1.6
Luxembourg	6.6	5.5	7.5	8.1	7.0	5.9	-13.6	9.9	1.1
Mexico[3]	2 961.6	3 086.4	3 211.3	3 388.4	3 479.4	17.5	2.7	9.8	0.6
Netherlands	335.2	337.5	342.0	346.3	319.5	-4.7	-7.7	-2.7	-0.7
Norway	68.1	68.9	66.9	68.1	68.7	0.9	0.8	4.1	0.6
New Zealand	122.9	121.6	124.0	124.6	129.9	5.7	4.3	4.5	2.1
Poland	329.1	338.1	341.4	346.4	330.0	0.3	-4.7	-1.9	-0.1
Portugal	295.1	291.5	290.4	280.8	293.1	-0.7	4.4	-10.7	-2.6
Slovakia	107.2	103.5	99.1	97.2	112.6	5.0	15.9	-1.6	0.0
Slovenia	41.1	46.5	42.7	39.8	37.9	-7.7	-4.8	-7.6	-1.9
Spain	1 423.2	1 383.2	1 401.0	1 336.9	1 332.6	-6.4	-0.3	-10.3	-2.8
Sweden	144.1	153.6	144.6	145.7	154.0	6.9	5.7	4.6	1.0
Switzerland	155.3	171.0	174.2	169.6	171.3	10.3	1.0	4.5	1.2
Turkey	1 050.5	1 084.3	1 139.8	1 206.2	1 307.9	24.5	8.4	20.0	2.8
United Kingdom	1 359.5	1 417.3	1 443.1	1 471.4	1 510.1	11.1	2.6	3.1	1.3
United States	9 717.0	9 564.0	..	..	..	..	..	..	..
Non-OECD economies									
Croatia	87.2	88.2	80.4	82.2	85.1	-2.5	3.4	-13.4	-3.9
Egypt	450.7	528.8	464.6	520.1	525.5	16.6	1.0	4.3	1.6
Latvia	23.0	26.1	25.2	28.3	26.5	15.2	-6.2	-1.6	2.1
Philippines	..	..	..	1 571.0	1 598.0	..	1.7	..	0.8
Romania	164.5	179.8	185.3	185.9	194.2	18.1	4.5	0.0	-0.2
South Africa	..	..	474.4	464.2	..	..	..	..	..
OECD[4]	20 991.1	21 314.2	21 617.0	21 897.2	22 197.2	5.7	1.4	3.0	0.5
EU 28	9 492.8	9 611.5	9 741.7	9 786.8	9 727.0	2.5	-0.6	-0.8	-0.2

1. Accommodation and Food Services Activities (ISIC Rev 4).
2. Data are retrieved from ISIC Rev 3, Hotels and Restaurants for Canada (2009-12), Chile (2010-13), and Israel (2009-12). % change for Chile refers to 2010-13.
3. 2009-10 data are estimated.
4. OECD, excluding Chile and the United States.

Sources: ILO Database; OECD calculations.

Table A.2. Share of employees v. self-employed in tourism[1] and total economy, 2013

	Tourism		Total economy	
	Employees	Self-employed	Employees	Self-employed
	%		%	
OECD economies				
Australia	93.1	6.9	89.6	10.4
Austria	82.8	17.2	86.7	13.3
Belgium	67.4	32.6	84.9	15.1
Canada[2,3]	92.4	7.6	84.8	15.2
Chile[2]	73.4	26.6	70.3	29.7
Czech Republic	81.8	18.2	82.1	17.9
Denmark	88.9	11.1	91.0	9.0
Estonia	92.7	7.3	90.9	9.1
Finland	88.1	11.9	86.6	13.4
France	81.5	18.5	88.8	11.2
Germany	84.1	15.9	88.8	11.2
Greece	59.5	40.5	63.0	37.0
Hungary	87.6	12.4	88.9	11.1
Iceland	89.0	11.0	86.9	13.1
Ireland	89.2	10.8	82.7	17.3
Israel	90.7	9.3	87.4	12.6
Italy	68.5	31.5	75.3	24.7
Japan	83.3	16.7	88.0	12.0
Korea[3]	58.3	41.7	71.8	28.2
Luxembourg	91.4	8.6	90.9	9.1
Mexico	54.8	45.2	67.0	33.0
Netherlands	84.8	15.2	83.9	16.1
Norway	93.9	6.1	93.0	7.0
New Zealand	85.5	14.5	84.7	15.3
Poland	85.3	14.7	78.2	21.8
Portugal	74.8	25.2	78.1	21.9
Slovakia	87.3	12.7	84.5	15.5
Slovenia	83.9	16.1	83.1	16.9
Spain	76.7	23.3	82.1	17.9
Sweden	85.6	14.4	89.4	10.6
Switzerland	82.8	17.2	84.7	15.3
Turkey	76.6	23.4	64.1	35.9
United Kingdom	90.3	9.7	85.0	15.0
United States	..	..	..	..
Non-OECD economies				
Croatia	82.8	17.2	81.9	18.1
Egypt	80.0	20.0	61.1	38.9
Latvia	87.5	12.5	88.4	11.6
Philippines[3]	57.7	42.3	57.2	42.8
Romania	94.6	5.4	67.8	32.2
South Africa[4]	84.9	15.1	84.8	15.2
OECD average	76.1	23.9	80.7	19.3
EU 28 average	81.2	18.8	83.4	16.6

1. Accommodation and Food Services Activities (ISIC Rev 4).
2. Data retrieved from ISIC Rev 3, Hotels and Restaurants.
3. Data refer to year 2012.
4. Data refer to year 2012. Employees data are retrieved from ISIC Rev 3, Hotels and Restaurants.

Sources: ILO Database; OECD calculations.

Table A.3. Tourism[1] employment as a % of total employment, 2009-13

	2009	2010	2011	2012	2013
OECD economies					
Australia	6.7	6.7	6.9	6.7	6.8
Austria	6.3	6.2	6.1	6.3	5.9
Belgium	3.2	3.2	3.3	3.4	3.2
Canada	6.3	6.2	6.3	6.3	6.2
Chile	..	3.4	3.6	3.7	3.5
Czech Republic	3.8	3.9	3.8	3.6	3.6
Denmark	3.2	3.2	3.5	3.7	3.7
Estonia	3.3	3.3	3.0	3.1	3.8
Finland	3.5	3.4	3.3	3.5	3.5
France	3.5	3.8	3.8	3.8	3.7
Germany	3.9	3.8	3.9	3.9	3.9
Greece	7.0	7.0	7.2	7.3	7.2
Hungary	4.2	4.2	4.4	4.3	4.1
Iceland	4.5	4.8	5.3	4.8	5.8
Ireland	6.5	6.7	6.3	6.5	7.0
Israel	4.6	4.6	4.6	4.3	4.4
Italy	5.1	5.2	5.3	5.6	5.6
Japan	6.0	6.2	6.1	6.0	6.1
Korea	8.2	7.9	7.6	7.7	7.9
Luxembourg	3.0	2.5	3.4	3.4	2.9
Mexico	6.6	6.7	6.8	6.9	7.1
Netherlands	3.9	4.0	4.1	4.1	3.8
Norway	2.7	2.8	2.6	2.6	2.6
New Zealand	5.7	5.6	5.6	5.6	5.7
Poland	2.1	2.2	2.2	2.2	2.1
Portugal	5.8	5.9	6.0	6.1	6.5
Slovakia	4.5	4.5	4.3	4.2	4.8
Slovenia	4.2	4.8	4.6	4.3	4.2
Spain	7.4	7.4	7.6	7.6	7.8
Sweden	3.2	3.4	3.1	3.1	3.3
Switzerland	3.6	4.0	4.0	3.8	3.8
Turkey	4.9	4.8	4.7	4.9	5.1
United Kingdom	4.7	4.9	5.0	5.0	5.1
United States	6.9	6.9	..	..	..
Non-OECD economies					
Croatia	5.4	5.7	5.4	5.7	6.1
Egypt	2.0	2.2	2.0	2.2	2.2
Latvia	2.5	3.1	2.9	3.2	3.0
Philippines	..	..	..	4.2	4.2
Romania	1.8	1.9	2.0	2.0	2.1
South Africa	..	..	3.6	3.4	..
OECD average[2]	5.3	5.4	5.4	5.4	5.5
EU 28 average	4.3	4.4	4.5	4.5	4.5

1. Accommodation and food services activities (ISIC Rev 4).
2. OECD, excluding Chile and the United States.

Source: OECD calculations based on ILO Database.

Table A.4. Mean weekly hours worked per employed person in tourism[1] and total economy, 2009-13

	Tourism					Total economy	Tourism as % of total economy
	2009	2010	2011	2012	2013	2013	2013
OECD economies							
Australia	27.5	27.9	27.8	28.0	27.4	33.9	81
Austria	38.6	38.4	38.4	38.0	37.3	36.5	102
Belgium	39.9	40.5	39.6	40.8	39.3	37.3	105
Canada[2]	27.9	27.8	28.8	29.1	27.9	32.8	85
Chile	..	..	..	..	..	..	..
Czech Republic	43.6	43.3	43.4	42.3	40.7	39.5	103
Denmark	30.6	29.1	29.3	29.0	29.4	35.3	83
Estonia	37.9	37.7	37.4	35.9	38.6	38.7	100
Finland	35.0	35.2	35.2	34.9	34.4	36.2	95
France	40.5	40.6	39.6	39.4	38.3	36.2	106
Germany	33.9	34.0	33.9	33.5	33.2	35.6	93
Greece	47.7	48.3	48.1	47.4	47.3	41.2	115
Hungary	41.0	40.6	40.0	39.6	39.2	38.8	101
Iceland	35.5	33.1	35.5	35.0	35.9	39.8	90
Ireland	32.3	31.7	31.8	31.6	31.6	35.5	89
Israel[3]	37.0	37.0	36.0	35.0	35.0	39.0	90
Italy	39.8	39.1	38.6	37.5	37.3	36.4	102
Japan[4]	37.3	36.9	..	35.8	34.9	39.5	88
Korea	53.0	51.3	..	..	..	..	..
Luxembourg	39.9	43.5	39.5	41.5	39.4	38.0	104
Mexico	43.1	43.1	42.9	41.8	41.4	42.4	98
Netherlands	26.6	27.1	27.1	26.2	27.0	31.9	85
Norway	30.3	31.1	30.7	30.9	30.7	34.5	89
New Zealand	29.0	28.8	28.8	28.9	30.0	34.0	88
Poland	41.2	41.5	40.8	40.6	40.5	40.2	101
Portugal	45.7	45.7	47.3	46.9	46.5	38.6	120
Slovakia	41.9	41.8	41.5	40.9	40.4	39.6	102
Slovenia	38.2	37.8	38.1	37.4	38.1	39.1	98
Spain	41.4	41.0	40.3	39.3	38.9	37.5	104
Sweden	34.3	34.7	35.0	33.9	33.8	36.0	94
Switzerland	37.4	37.0	36.7	36.9	36.1	36.9	98
Turkey	61.9	60.5	59.3	59.4	57.5	46.9	123
United Kingdom	31.0	30.8	30.5	30.5	31.1	35.8	87
United States	..	..	..	..	..	..	..
Non-OECD economies							
Croatia	42.6	42.9	42.2	41.5	40.9	38.9	105
Egypt	53.8	53.7	51.4	52.3	57.0	54.0	106
Latvia	40.6	39.6	39.0	38.8	39.1	39.1	100
Philippines	..	..	..	44.9	..	..	..
Romania	43.1	43.0	42.5	42.4	42.1	39.3	107
South Africa	..	..	..	..	..	43.0	..
OECD average[5]	37.7	37.6	37.4	37.0	36.7	37.5	98
EU 28 average	39.0	38.9	38.5	38.2	38.0	37.7	101

1. Accommodation and food services activities (ISIC Rev 4).
2. 2009-13 data are retrieved from ISIC Rev 3, hotels and restaurants.
3. 2009-12 data are retrieved from ISIC Rev 3, hotels and restaurants.
4. 2011 data are estimated.
5. OECD, excluding Korea.

Sources: ILO Database; OECD calculations.

Table A.5. Share of part-time v. full-time employment in tourism[1] and total economy, 2013

	Tourism		Total economy	
	Part-time	Full-time	Part-time	Full-time
	%		%	
OECD economies				
Australia	..	..	..	..
Austria	33.9	66.1	26.6	73.4
Belgium	38.4	61.6	24.7	75.3
Canada	..	..	..	..
Chile	..	..	..	..
Czech Republic	11.2	88.8	6.6	93.4
Denmark	54.0	46.0	25.3	74.7
Estonia	16.7	83.3	10.1	89.9
Finland	29.1	70.9	15.1	84.9
France	24.5	75.5	18.4	81.6
Germany	44.7	55.3	27.3	72.7
Greece	13.1	86.9	8.5	91.5
Hungary	10.4	89.6	6.7	93.3
Iceland	40.0	60.0	21.4	78.6
Ireland	42.7	57.3	24.1	75.9
Israel	..	..	..	..
Italy	34.5	65.5	17.9	82.1
Japan	..	..	..	..
Korea	..	..	..	..
Luxembourg	14.3	85.7	19.3	80.7
Mexico	..	..	..	..
Netherlands	69.6	30.4	50.8	49.2
New Zealand	..	..	..	..
Norway	49.3	50.7	27.9	72.1
Poland	13.9	86.1	7.8	92.2
Portugal	11.8	88.2	14.3	85.7
Slovakia	7.1	92.9	4.8	95.2
Slovenia	18.4	81.6	10.2	89.8
Spain	26.6	73.4	15.8	84.2
Sweden	46.1	53.9	26.2	73.8
Switzerland	40.9	59.1	36.5	63.5
Turkey	4.9	95.1	12.5	87.5
United Kingdom	47.5	52.5	26.9	73.1
United States	..	..	..	..
Non-OECD economies				
Croatia	2.1	97.9	6.5	93.5
Egypt	..	..	..	..
Latvia	11.1	88.9	8.1	91.9
Romania[2]	1.5	98.5	9.9	90.1
Philippines	..	..	..	..
South Africa	..	..	..	..
OECD-Europe average	31.1	68.9	20.7	79.3
EU 28 average	32.9	67.1	20.3	79.7

1. Accommodation and Food Services Activities (ISIC Rev 4).
2. Part-time share is estimated for tourism.

Sources: EUROSTAT Database; OECD calculations.

Table A.6. Share of temporary employment in tourism[1] and total economy, 2013

	Tourism		Total employment	
	Temporary job	Permanent job	Temporary job	Permanent job
	%		%	
OECD economies				
Australia	..	..	..	..
Austria	17.2	82.8	9.2	90.8
Belgium	15.3	84.7	8.2	91.8
Canada	..	..	..	..
Chile	..	..	..	..
Czech Republic	16.4	83.6	9.6	90.4
Denmark	9.0	91.0	8.8	91.2
Estonia	9.1	90.9	3.5	96.5
Finland	17.1	82.9	15.4	84.6
France	22.1	77.9	16.0	84.0
Germany	15.6	84.4	13.4	86.6
Greece	29.2	70.8	10.1	89.9
Hungary	12.6	87.4	10.8	89.2
Iceland	22.2	77.8	14.1	85.9
Ireland	15.5	84.5	10.0	90.0
Israel	..	..	..	..
Italy	30.2	69.8	13.2	86.8
Japan	..	..	..	..
Korea	..	..	..	..
Luxembourg	14.3	85.7	7.0	93.0
Mexico	..	..	..	..
Netherlands	46.6	53.4	20.6	79.4
New Zealand	..	..	..	..
Norway	14.1	85.9	8.4	91.6
Poland	43.3	56.7	26.9	73.1
Portugal	31.9	68.1	21.4	78.6
Slovakia	11.1	88.9	7.0	93.0
Slovenia	34.4	65.6	16.5	83.5
Spain	37.9	62.1	23.1	76.9
Sweden	41.7	58.3	16.9	83.1
Switzerland	13.5	86.5	12.9	87.1
Turkey	13.2	86.8	11.9	88.1
United Kingdom	9.9	90.1	6.2	93.8
United States	..	..	..	..
Non-OECD economies				
Croatia	29.5	70.5	14.5	85.5
Egypt	..	..	..	..
Latvia[2]	4.3	95.7	4.4	95.6
Philippines	..	..	..	..
Romania	4.3	95.7	1.5	98.5
South Africa	..	..	..	..
OECD-Europe average	21.9	78.1	14.1	85.9
EU 28 average	22.6	77.4	13.7	86.3

1. Accommodation and food services activities (ISIC Rev 4).
2. Temporary job share is estimated for tourism.

Sources: EUROSTAT Database; OECD calculations.

Table A.7. Job tenure in tourism1 and total economy, 2013

	Tourism		Total employment	
	Less than 2 years	2 years or over	Less than 2 years	2 years or over
	%		%	
OECD economies				
Australia	..	..	..	..
Austria	51.7	48.3	26.5	73.5
Belgium	39.8	60.2	20.5	79.5
Canada	..	..	..	..
Chile	..	..	..	..
Czech Republic	32.9	67.1	18.4	81.6
Denmark	58.0	42.0	33.8	66.2
Estonia	45.5	54.5	27.8	72.2
Finland	46.1	53.9	29.9	70.1
France	43.4	56.6	20.8	79.2
Germany	44.0	56.0	24.7	75.3
Greece	48.1	51.9	16.8	83.2
Hungary	39.2	60.8	25.2	74.8
Iceland	66.7	33.3	32.7	67.3
Ireland	39.5	60.5	23.3	76.7
Israel	..	..	..	..
Italy	35.5	64.5	16.0	84.0
Japan	..	..	..	..
Korea	..	..	..	..
Luxembourg	42.9	57.1	20.6	79.4
Mexico	..	..	..	..
Netherlands	49.6	50.4	24.5	75.5
New Zealand	..	..	..	..
Norway	42.2	57.8	24.3	75.8
Poland	41.7	58.3	22.9	77.1
Portugal	34.3	65.7	19.6	80.4
Slovakia	25.5	74.5	16.5	83.5
Slovenia	34.4	65.6	18.9	81.1
Spain	41.2	58.8	22.1	77.9
Sweden	61.8	38.2	30.2	69.8
Switzerland	44.7	55.3	28.7	71.3
Turkey	60.9	39.1	44.5	55.5
United Kingdom	48.3	51.7	26.1	73.9
United States	..	..	..	..
Non-OECD economies				
Croatia	39.0	61.0	16.8	83.2
Egypt	..	..	..	..
Latvia	39.1	60.9	27.9	72.1
Philippines	..	..	..	..
Romania	21.9	78.1	12.0	88.0
South Africa	..	..	..	..
OECD-Europe average	45.3	54.7	24.9	75.1
EU 28 average	42.7	57.3	22.5	77.5

1. Accommodation and Food Services Activities (ISIC Rev 4).

Sources: EUROSTAT Database; OECD calculations.

Table A.8. Highest level of educational attainment in tourism[1] and total economy, 2013

	Tourism			Total economy		
	Levels 0-2	Levels 3 - 4	Levels 5 - 6	Levels 0-2	Levels 3 - 4	Levels 5 - 6
		%			%	
OECD economies						
Australia	..	..	..	..	..	..
Austria	26.9	65.3	7.8	15.0	63.9	21.2
Belgium	33.1	51.0	15.9	18.6	40.1	41.3
Canada	..	..	..	..	..	..
Chile	..	..	..	..	..	..
Czech Republic	7.9	86.5	5.6	4.2	73.5	22.3
Denmark	45.6	43.3	11.1	22.1	43.6	34.3
Estonia	13.0	65.2	21.7	8.4	51.5	40.1
Finland	20.7	64.4	14.9	12.3	46.8	40.9
France	26.7	55.7	17.6	18.8	44.5	36.7
Germany	29.6	61.7	8.8	12.7	57.9	29.4
Greece	32.7	55.8	11.5	27.7	39.0	33.4
Hungary	9.8	76.1	14.1	10.5	62.9	26.5
Iceland	50.0	40.0	10.0	31.2	36.4	32.4
Ireland	21.0	46.8	32.3	17.1	36.1	46.8
Israel	..	..	..	..	..	..
Italy	43.8	49.8	6.4	33.3	47.0	19.7
Japan	..	..	..	..	..	..
Korea	..	..	..	..	..	..
Luxembourg	28.6	57.1	14.3	17.0	38.3	44.7
Mexico	..	..	..	..	..	..
Netherlands	37.4	51.0	11.6	22.8	42.9	34.3
New Zealand	..	..	..	..	..	..
Norway	31.3	49.3	19.4	17.2	43.6	39.2
Poland	6.1	73.9	20.0	6.3	62.6	31.1
Portugal	68.2	24.9	6.9	55.9	22.8	21.3
Slovakia	3.5	88.5	8.0	3.9	73.9	22.2
Slovenia	10.5	76.3	13.2	10.6	57.8	31.6
Spain	52.1	28.4	19.5	35.6	23.2	41.2
Sweden	33.1	51.9	14.9	14.3	48.9	36.8
Switzerland	30.6	52.4	17.1	14.9	48.0	37.1
Turkey	66.1	24.8	9.0	61.0	20.1	18.9
United Kingdom	21.6	56.0	22.4	16.5	42.3	41.2
United States	..	..	..	..	..	..
Non-OECD economies						
Croatia	8.5	78.7	12.8	12.7	62.9	24.5
Egypt	..	..	..	..	..	..
Latvia	7.7	73.1	19.2	8.2	56.6	35.2
Philippines	..	..	..	..	..	..
Romania	7.7	81.4	10.8	22.4	59.2	18.4
South Africa	..	..	..	..	..	..
OECD-Europe average	36.8	49.5	13.8	23.9	44.8	31.3
EU 28 average	31.4	54.2	14.4	19.3	48.7	32.0

1. Accommodation and Food Services Activities (ISIC Rev 4).

Note: Sums may not add up to 100% due to not responded category.
Levels 0-2: Pre-primary, primary and lower secondary education.
Levels 3-4: Upper secondary and post-secondary non-tertiary education.
Levels 5-6: First and second stage of tertiary education.

Sources: EUROSTAT Database; OECD calculations.

Table A.9. Age profile of persons employed in tourism[1] and total economy, 2013

	Tourism					Total economy				
	15-24yrs	25-34yrs	35-44yrs	45-54yrs	55yrs+	15-24yrs	25-34yrs	35-44yrs	45-54yrs	55yrs+
	%					%				
OECD economies										
Australia	..	..	..	..	..	..	..	..	..	..
Austria	20.5	23.0	22.5	22.5	11.5	12.8	22.0	24.7	27.8	12.7
Belgium	14.4	24.7	25.3	24.0	11.6	6.9	24.6	26.9	27.8	13.8
Canada	..	..	..	..	..	..	..	..	..	..
Chile	..	..	..	..	..	..	..	..	..	..
Czech Republic	12.9	27.0	27.5	17.4	15.2	6.0	23.1	29.8	24.2	17.0
Denmark	46.0	22.0	12.0	14.0	6.0	14.2	18.7	23.8	24.9	18.4
Estonia	25.0	29.2	16.7	12.5	16.7	8.1	22.9	24.5	23.5	21.1
Finland	27.9	25.6	16.3	18.6	11.6	10.8	21.4	22.2	25.3	20.3
France	19.8	26.2	23.9	20.3	9.8	8.1	23.0	26.8	27.1	15.0
Germany	17.7	22.8	22.1	21.9	15.5	10.2	19.9	22.4	28.1	19.4
Greece	10.4	31.7	28.2	20.1	9.7	3.7	23.3	31.1	26.9	14.9
Hungary	16.6	30.7	26.4	17.8	8.6	5.7	25.0	30.1	24.9	14.2
Iceland	50.0	20.0	10.0	10.0	10.0	16.2	20.2	20.2	22.0	21.4
Ireland	22.9	32.1	21.4	13.7	9.9	8.2	26.6	27.2	22.1	15.8
Israel	..	..	..	..	..	..	..	..	..	..
Italy	12.4	26.2	27.8	21.8	11.8	4.4	19.3	30.6	29.5	16.2
Japan	..	..	..	..	..	..	..	..	..	..
Korea	..	..	..	..	..	..	..	..	..	..
Luxembourg[2]	14.3	28.6	28.6	14.3	14.3	5.4	25.9	29.7	28.0	10.9
Mexico	..	..	..	..	..	..	..	..	..	..
Netherlands	46.9	17.8	12.2	13.4	9.7	15.2	20.2	22.5	24.5	17.6
New Zealand	..	..	..	..	..	..	..	..	..	..
Norway	35.3	26.5	17.6	11.8	8.8	13.1	21.2	23.9	22.4	19.4
Poland	20.3	30.3	21.5	17.9	10.0	7.0	27.7	26.8	22.8	15.7
Portugal	12.5	22.5	24.9	23.9	16.3	5.4	21.3	28.0	25.1	20.2
Slovakia	15.0	35.4	22.1	17.7	9.7	6.2	26.3	28.4	25.0	14.2
Slovenia	16.2	27.0	24.3	27.0	5.4	6.4	24.6	27.8	28.4	12.8
Spain	9.8	26.8	29.0	23.0	11.4	4.5	23.4	31.7	26.2	14.2
Sweden	35.3	25.5	18.3	13.7	7.2	10.8	20.9	23.6	23.5	21.2
Switzerland	18.1	22.8	22.8	21.1	15.2	12.9	20.6	22.5	24.9	19.0
Turkey	22.7	30.9	26.2	15.0	5.1	14.6	30.1	27.3	17.9	10.2
United Kingdom	34.6	25.1	15.8	13.6	10.9	12.0	23.2	22.6	24.4	17.8
United States	..	..	..	..	..	..	..	..	..	..
Non-OECD economies										
Croatia	13.7	32.6	18.9	21.1	13.7	4.9	25.4	26.4	26.5	16.9
Egypt	..	..	..	..	..	..	..	..	..	..
Latvia	19.2	26.9	19.2	19.2	15.4	8.0	24.1	24.4	24.7	18.8
Philippines	..	..	..	..	..	..	..	..	..	..
Romania	14.0	33.7	25.9	20.7	5.7	6.5	26.0	29.7	21.3	16.4
South Africa	..	..	..	..	..	..	..	..	..	..
OECD-Europe average	20.6	26.2	23.3	19.0	11.0	9.4	23.1	26.1	25.3	16.2
EU 28 average	20.0	25.8	22.9	19.6	11.7	8.4	22.5	26.2	26.1	16.9

1. Accommodation and Food Services Activities (ISIC Rev 4).
2. 55yrs+ share for tourism is estimated.

Sources: EUROSTAT Database; OECD calculations.

Table A.10. Share of women in tourism[1], services and total employment, 2013

	Tourism		Services		Total employment	
	2013	variation en % 2009-13	2013	variation en % 2009-13	2013	variation en % 2009-13
OECD economies						
Australia	55.4	-1.0	49.6	0.5	45.8	0.4
Austria	61.0	-2.3	50.8	0.5	46.7	0.7
Belgium	48.0	2.9	49.7	1.6	45.9	1.9
Canada[2]	58.8	-0.8	50.9	-0.3	47.6	-0.7
Chile[3]	60.5	3.1	42.8	3.9	40.6	3.2
Czech Republic	59.1	5.5	48.3	3.2	43.4	1.5
Denmark	52.6	-3.6	51.0	0.2	47.5	0.1
Estonia	71.8	-2.1	53.9	-1.8	49.3	-3.2
Finland	69.3	-5.1	54.2	-1.2	48.7	-0.6
France	48.6	2.5	50.9	0.5	47.9	0.8
Germany	57.5	-1.7	51.3	0.0	46.3	0.9
Greece	43.3	-7.1	41.4	2.0	40.3	1.5
Hungary	58.5	4.4	50.3	0.5	46.0	0.1
Iceland	60.8	16.7	51.9	0.7	47.8	0.9
Ireland	52.5	-4.4	50.8	0.9	46.0	0.5
Israel[4]	41.1	-0.9	49.1	-2.3	46.8	-0.7
Italy	52.3	2.9	44.1	3.0	41.6	3.7
Japan	62.2	1.9	46.3	2.4	42.8	1.9
Korea	64.7	-3.2	44.0	1.3	41.9	0.7
Luxembourg	47.9	2.1	44.6	1.9	44.1	2.8
Mexico[5]	60.7	3.8	41.2	5.5	38.5	2.5
Netherlands	50.1	-4.2	49.7	-0.7	46.4	1.0
Norway	60.3	-5.4	51.4	-1.6	47.3	-0.7
New Zealand	58.6	-1.5	50.8	-0.6	46.8	-0.2
Poland	66.5	-2.4	50.2	1.2	44.5	-1.2
Portugal	57.6	-3.8	48.9	5.8	47.5	1.4
Slovakia	61.1	5.6	49.7	3.5	44.4	1.0
Slovenia	64.1	13.1	50.8	1.1	45.4	-1.1
Spain	52.5	-4.9	48.1	5.0	45.6	4.2
Sweden	54.5	0.2	51.3	-1.3	47.6	0.0
Switzerland	58.5	-5.7	49.1	-0.2	46.1	0.2
Turkey	21.7	41.9	24.6	21.3	29.9	8.5
United Kingdom	52.7	-2.9	49.6	0.0	46.5	-0.3
United States	..	..	..	..	..	..
Non-OECD economies						
Croatia	52.8	-2.5	50.5	5.6	46.5	1.5
Egypt[6]	3.4	-8.1	17.7	2.4	20.4	2.9
Latvia	78.2	-3.8	55.4	-0.3	50.7	-2.7
Philippines	..	..	..	..	..	..
Romania	62.0	-2.6	44.7	0.3	44.5	-0.6
South Africa	..	..	..	..	..	..
OECD average	55.9	0.1	46.6	1.2	43.2	1.0
EU 28 average	54.4	-1.5	49.3	1.3	45.7	1.1

1. Accommodation and Food Services Activities (ISIC Rev 4).
2. % change refers to 2009-12 and based on ISIC Rev 3 data. Tourism data refers to 2012 ISIC Rev 3 data.
3. % change refers to 2010-13 and based on ISIC Rev 3 data.
4. % change calculated using ISIC Rev 3 data for year 2009.
5. % change calculated using estimated data for year 2009.
6. % change refers to 2011-13.

Source: OECD calculations based on ILO Database.

Table A.11. Distribution of employment by firm size in tourism[1], 2012 or latest year available

	Tourism				
	1 - 9	10 - 19	20 - 49	50 - 249	250 or more
	%				
OECD economies					
Australia	44.7	..	15.0	..	40.3
Austria	44.6	18.2	16.3	15.6	5.4
Belgium	59.1	14.5	11.2	..	..
Canada	..	..	..	..	..
Chile	..	..	..	..	..
Czech Republic	53.8	13.9	12.9	11.2	8.3
Denmark	38.0	15.8	14.8	16.1	15.3
Estonia	31.1	17.0	18.3	24.3	9.3
Finland	37.8	13.6	12.0	13.9	22.7
France	50.8	12.3	13.0	5.9	18.0
Germany	30.0	19.5	22.7	18.0	9.7
Greece	67.2	12.5	12.6	6.3	1.5
Hungary	50.8	15.5	12.2	11.5	10.0
Iceland	..	..	..	..	..
Ireland	26.3	14.3	15.7	33.7	9.9
Israel	19.8	15.1	26.6	28.2	10.4
Italy	63.3	14.4	7.1	4.9	10.3
Japan	21.8	8.5	9.0	..	..
Korea	88.0	6.9	3.3	1.8	<0.5%
Luxembourg	37.2	19.1	..	11.7	..
Mexico	..	..	..	..	..
Netherlands	48.4	15.0	11.0	10.5	15.1
New Zealand	..	..	..	..	..
Norway	26.3	18.8	19.3	19.0	16.6
Poland	56.0	8.2	9.0	11.8	15.0
Portugal	55.3	11.2	11.2	10.9	11.4
Slovakia	59.3	16.2	10.0	..	..
Slovenia	51.4	11.6	8.0	11.8	17.2
Spain	54.2	11.5	10.3	10.2	13.9
Sweden	38.9	16.3	16.9	14.2	13.7
Switzerland	31.4	19.2	17.1	20.3	12.0
Turkey	56.6	..	10.2	14.8	..
United Kingdom	17.4	12.6	14.8	14.4	40.8
United States	..	..	..	..	..
Non-OECD economies					
Croatia	52.8	11.1	8.5	13.5	14.1
Egypt	..	..	..	..	..
Latvia	27.4	17.2	15.9	25.4	14.1
Philippines	..	..	..	..	..
Romania	34.7	18.7	20.5	15.9	10.2
South Africa	..	..	..	..	..
OECD average[2]	47.5	12.2	12.9	10.9	15.0
EU 28 average	41.9	14.5	14.2	12.2	16.9

1. Accommodation and Food Services Activities (ISIC Rev 4).
2. OECD, excluding Japan.

Note: Sums may not add up to 100% due to confidential values.
Source: OECD calculations based on SDBS Structural Business Statistics Database.

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